DOCUMENT RESUME

ED 021 882 UD 001 842

By- Drennan, Henry T., Ed.
WAR ON PROVERTY.
Pub Date 15 Sep 64
Note- 36p.
Journal Cit- Library Journal; v89 Sep 15 1964
EDRS Price MF-$0.25 HC-$1.52
Descriptors- ADULT BASIC EDUCATION, COMMUNITY COORDINATORS, CULTURALLY DISADVANTAGED, FEDERAL PROGRAMS, *LIBRARY PROGRAMS, *LIBRARY SERVICES, LITERACY EDUCATION, METROPOLITAN AREAS, *POVERTY PROGRAMS, PRESCHOOL PROGRAMS, *PUBLIC LIBRARIES
Identifiers- Connecticut, Economic Opportunity Act of 1964, Juvenile Delinquency and Youth Offenses Control Act, Library Services and Construction Act, Manpower Development and Training Act, New Haven, New York City, Project Head Start, Vocational Education Act of 1963

This group of articles examines various library programs and services for the disadvantaged. Among the activities which the articles describe are--(1) library programs in metropolitan areas which can reach and motivate the poor in the slums, (2) Federal programs which support library services, (3) ways in which libraries can reach senior citizens, illiterates, and Negroes, and (4) the participation of a Queens Borough (New York City) library in a Project Head Start program by offering weekly storytelling hours and encouraging home libraries. (LB)

F6:128

018 42

LIBRARY JOURNAL

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

WAR ON POVERTY

ED021882

"The central fact of our times," President Johnson said in signing the Library Services and Construction Act into law last December, "is this: Books and ideas are the most effective weapons against intolerance and ignorance."

Books of many kinds are always essential to the progress and well-being of our society. It is especially important that all those who seek to break the bonds of poverty have ready access to this rich source of knowledge and inspiration.

I am pleased to commend all who help to improve the lives of the American people through good libraries.

UD 001 842

Copyright, R.R. Bowker Co.

"PERMISSION TO REPRODUCE THIS COPYRIGHTED MATERIAL HAS BEEN GRANTED BY R. R. Bowker Company TO ERIC AND ORGANIZATIONS OPERATING UNDER AGREEMENTS WITH THE U.S. OFFICE OF EDUCATION. FURTHER REPRODUCTION OUTSIDE THE ERIC SYSTEM REQUIRES PERMISSION OF THE COPYRIGHT OWNER."

Anthony J. Celebrezze
Secretary of Health,
Education, and Welfare

Volume 89

THE UNIFYING THEME

THE ARTICLES in this issue inform us of the direction but not of the dimension of our concern with the problems of poverty. As the issue was being written more legislative action was occurring, new and interesting responses by librarians were being reported. The unifying theme apparent in these contributions, whether from legislators, government officials, or librarians, is the deep belief that education must and will effectively serve to provide equal opportunity. This is a belief deeply ingrained in American ideals.

That different approaches and differing techniques are suggested or are being tried is just as basic an American response. This pragmatic diversity is conveyed to us in recent news that in Multnomah County, Oregon, a group of librarians are voluntarily raising funds to distribute books to underprivileged children; that in Trenton, New Jersey, the public library conducts a reading improvement program and brings groups of underprivileged children, as well, to the library to "couth" them up; and that in Charlotte, North Carolina, the municipal library and municipal college are considering a joint inventory of the community's educational resources to determine their "fit" for the underprivileged.

Our contributors, through Mr. Castagna and Mr. Halverson, inform us of the initial action in large metropolitan libraries; Dr. Johnson reiterates the place of the library as a community educational resource related to other educational agencies; and Mrs. Frary tells us of the problem that a large metropolitan school library system encounters and the solutions they seek. Mrs. Hughey examines the actions of a state library within a general state program of development. Meredith Bloss provides a picture of the beginnings of an experimental branch library in an urban center. Thomas Parker analyzes basic problems of book selection for the whole spectrum of information services to the underprivileged. Senator Humphrey urges a national program of distribution of free or inexpensive materials to underprivileged children and suggests some imaginative approaches to the challenge of new modes of library service. Henry Drennan, Dorothy Kittel, and Pauline Winnick review the possibilities for library participation and program assistance to libraries under existing federal programs and suggest the kinds of programs and opportunities that are possible under the Economic Opportunity Act.

HENRY T. DRENNAN
Guest Editor

LJ is greatly indebted to Henry Drennan, who formulated most of the ideas and gathered most of the material for this special issue related to the anti-poverty program. Now Coordinator of Public Library Service in the Library Services Branch, US Office of Education, Mr. Drennan was formerly State Librarian of Idaho, and from 1956 to 1958 served as Assistant Director of the Library Development Project of the Pacific Northwest Library Association

CONTRIBUTORS TO THIS ISSUE

HUBERT H. HUMPHREY, *now the Democratic candidate for Vice President of the United States, has been a Senator since 1948 and Senate Majority Whip since 1961. A firm supporter of education and libraries, he has always been also a champion of human rights and was Senate floor manager for the Civil Rights Act. His latest book, published by McGraw-Hill, is "The War on Poverty"* *(reviewed on p. 3329)*

ANTHONY J. CELEBREZZE *has been Secretary of Health, Education, and Welfare since July 1962. Born in Italy in 1910, he came to the United States at the age of two. A member of the Ohio State Senate in 1950 and 1952, he then was elected five times as Mayor of the City of Cleveland before his appointment to the Cabinet by the late President Kennedy. He was President of the US Conference of Mayors in 1962, and President of the American Municipal Association in 1958-59*

MRS. ELIZABETH HUGHEY, *State Librarian of North Carolina, brings to that position a background in school, college, and public library work. She became director of the N.C. Library Commission in 1950 and has been State Librarian since 1956 She is now a member of the ALA Council*

EUGENE JOHNSON, *executive director of the Adult Education Association of the USA, was formerly assistant dean of University College and director of the Civic Education Center at Washington University, St. Louis. Dr. Johnson has served in the Metroplex Assembly of St. Louis and is now chairman of the Continuing Committee on Urban Life and a member of the board of the National Housing Conference*

EDWIN CASTAGNA *(l), director of the Enoch Pratt Free Library in Baltimore, Maryland since 1960, is currently President of the American Library Association. A native Californian, he was formerly City Librarian of the Ukiah, Glendale, and Long Beach Public Libraries in that state. His co-author,* **ROLF T. HALVERSON,** *has been Mr. Castagna's Executive Assistant at Enoch Pratt since October last year*

MEREDITH BLOSS *has been city librarian of the New Haven, Conn., Free Public Library since 1958. He worked formerly in the public libraries of Milwaukee, Youngstown, Ohio, Poughkeepsie, N.Y., and Hartford, Conn.*

THOMAS F. PARKER *is a student at the UCLA Library School. He is also on the staff of the Burbank (Calif.) Public Library. His article, drawn from a larger paper, was the product of a seminar at UCLA given by Dean Powell*

Libraries have a vital role in the anti-poverty program, in helping to support individuals in what is basically . . .

A Spiritual Quest

By HUBERT H. HUMPHREY

NEXT TO OUR SCHOOLS, our public libraries are potentially more important, in the "war on poverty," than any other of our public institutions.

I mean this very seriously. I am speaking now of the long-term attack on poverty. The short-term economic programs in the Economic Opportunity Act of 1964 are essential of course. Variants of some of the community assistance programs or the Job Corps may have to be with us for some time. But when one looks down the years of a long-range program to eliminate poverty, one finds that education is at the heart of the problem. The hard core of the poverty problem is the self-perpetuating aspect of it. The people who have fallen through the cracks of our affluent society are those, for the most part, who have not had the educational equipment to keep up with job evolution. As they have fallen into being unemployed and unemployable, they have fallen into poverty. In this environment, their children tend to fall behind in educational opportunity and encouragement. The evils of the fathers are visited on the sons, and a vicious cycle is perpetuated. Schools will be basic institutions in breaking this, and libraries hardly less so.

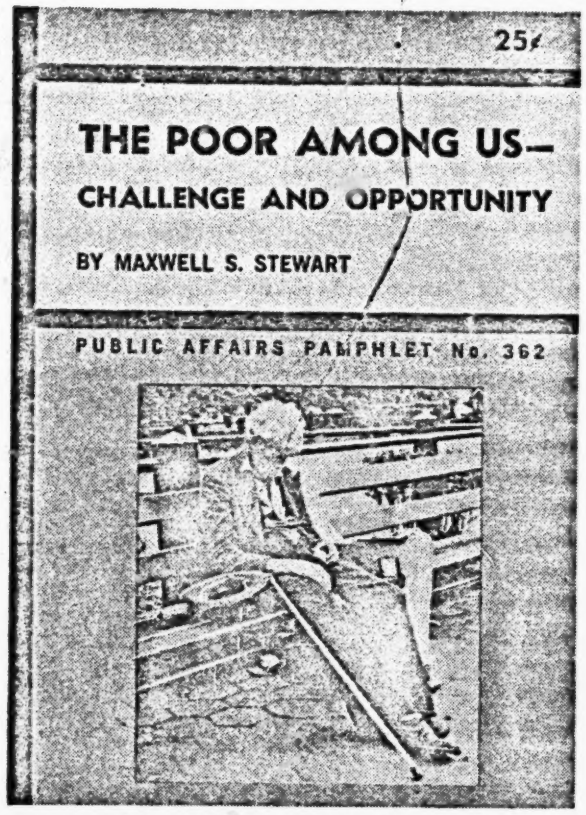
Every assessment of the educational problem in the children of the poor tends to highlight two main difficulties: cultural deprivation, and the inability to use and communicate in standard American English. The cultural deprivation derives from generations of such. The family situations are lacking in conversation, in books, in enriching experiences. The children of the poor enter school behind other children, and the gap widens quickly. This is a handicap just as severe in its way as that suffered by the blind, the deaf, and the crippled.

The bulk of the poor cluster in the core cities and in marginal rural areas. The subcultures that develop in the central cities may have a forceful and dynamic use of English words, but it is not a formal standard English usage. Unless these children learn to read, write, and speak in normal usage, they will remain forever on the lowest rung of the economic ladder. Sargent Shriver, director of the task force on the Poverty Program, has identified many thousands of young people who simply cannot read well enough to fill out a job application. They are not stupid or mentally retarded. They just cannot articulate well enough, in the ordinary forms of communication, to put themselves forward.

These conditions cause many of the reasons — emotional disturbance, lack of motivation, and other — which lead to school drop-outs. We must remind ourselves that drop-outs do not begin at age 16. The seeds are planted far earlier.

Libraries must become important adjuncts of the schools in making an attack upon the problems of cultural deprivation and inadequate use of the English language. The schools have the problem of new methods of teaching, new curricula, and related devices. What can libraries do?

Libraries can work in close cooperation with schools and teachers, and supplement the availability of materials in the form of books and programs. While this can be done at all levels, I would emphasize reading matter for adults as well as for children. Many libraries have already supported adult education programs with self-help and how-to-do-it books relating to economic opportunity. This is fine. But I am thinking here of those programs and materials in the areas of general education and culture that paral-



"The single factor that characterizes the greatest number of the poor, apart from lack of money, is lack of education," says Maxwell Stewart in this new Public Affairs pamphlet

lel for adults what children study in school. Parents, particularly mothers of pre-schoolers, are key people to entice into programs through which parents can better support their children's start in school. Various investigations have shown a heartening factor to be present: parents in significant numbers *are* interested in and want their children to get an education. They do care. This resource can be used and helped more than it has been.

Libraries and library systems can look also for new devices to get their books out into circulation. Books are certainly no good staying on a shelf. In some communities, perhaps the schools themselves can become branch stations of the public library. It is gratifying to see that some of our rural county library systems have developed imaginative ideas to get books out in circulation. The thirst for books is there, and we should solicit various ideas of how to bring the water to it.

In this connection I suggested, several months ago, the possibility of a program for free distribution, to poor children, of inexpensive paperback editions of books, in the manner in which such were distributed to service men during the war (*see* Lj, May 15, p. 2128). This is no substitute for libraries. On the contrary, once the reading habit was started, it would make more customers, and more permanent customers for libraries.

I have received various letters on this suggestion. One commentary in particular I wish to mention here. It came to me from a librarian, Sister Avila, of the Academy of the Holy Angels in Richfield, Minnesota. In the first place, Sister Avila wisely remarked that poor children should have books brought within their means, but that they should pay something for them, however little. They should not be denied the privilege and pride of ownership that comes from giving something for their books.

I agree to that. However, I was even more impressed with the suggestion about the kind of books to be provided. This is something I believe libraries should be most sensitive to. Sister Avila says that "a goodly percentage of the books should be books for enjoyment. They should have the value of humor and/or beauty with no particular lesson or utilitarian purpose hidden between their covers. Slum children have as much right to such pleasures as more privileged ones — more in fact, because their need is so much greater."

I believe Sister Avila is a wise and imaginative observer of children and of the human nature of adults too, for that matter. There is only one or the other of two good reasons for reading any book. One does it either for pleasure or profit. I fear that even the effort to get profit will not be sustained unless there are other satisfactions and pleasures along the way.

Most importantly, it is by appealing to a native imagination, by feeding creatively an inner world of feeling, dream, and aspiration, that we will tap the wells of motivation to go on for more. By such means we will sustain an inner spirit in the constant struggle to cope with an outer world. Projective techniques used with many culturally deprived children of the poor, show a remarkable reservoir of imagination and feeling that almost begs to be fed. Even after exteriors harden, unsuspected depths can be tapped. Edgar Friedenberg, in *The Vanishing Adolescent*, remarks on the result of a

projective test of an adolescent delinquent: "He might be surprised to be told that he is a poet."

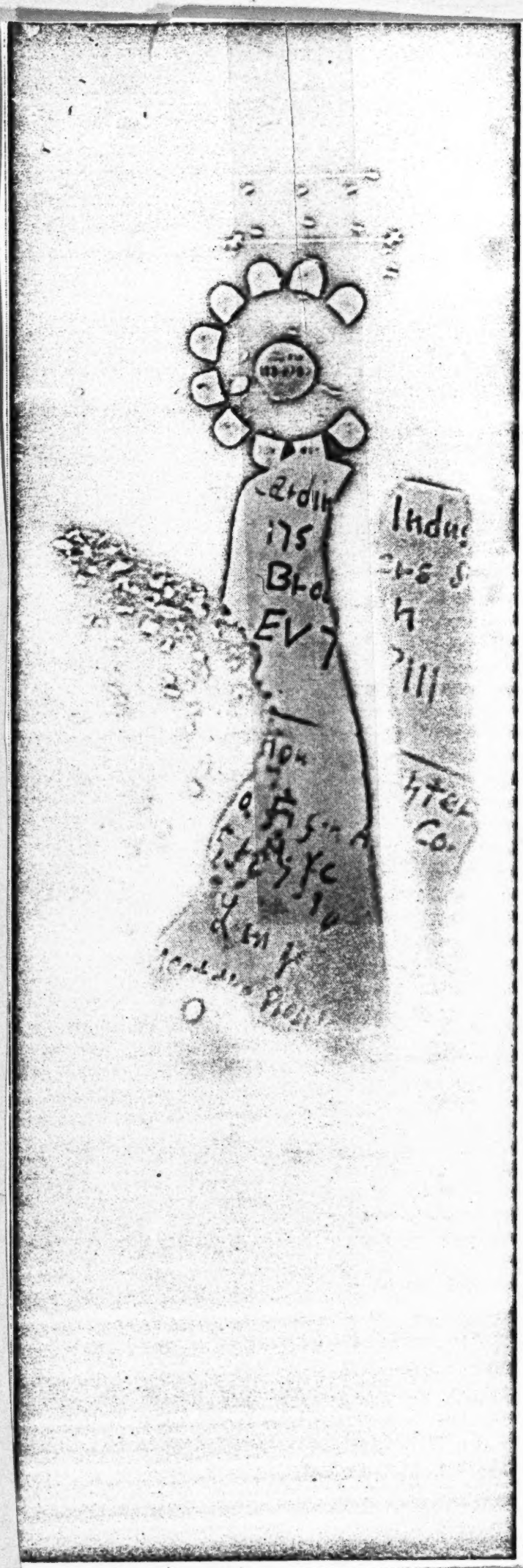
There are tremendous resources in English literature, quite able to cope and compete with so-called "comic books" and other tasteless and empty products of the cruder aspects of our society. There is in the great literature all of the drama, adventure, and emotional power one could wish.

Of course, one cannot force cultural development or imaginative growth and interest on anyone. But one does not have to. One can simply make the materials available and give encouragement and freedom. I am confident that a Gresham's Law will apply, and the good will drive out the bad.

Libraries, then, can work closely with teachers and schools. They can reach out themselves, aggressively, with facilities and programs. I believe they can be powerful centers of new activity and vital stimulants to people to reach out with new hope and expectation to the world about them. Libraries can help greatly in supporting individuals in what is basically a spiritual quest to make an independent way in the world, economically, and otherwise.

The steps of a tenement in downtown Cincinnati on a hot summer day is not the most comfortable place in the world, but these boys obviously find their own kind of comfort and relaxation in a couple of nature books borrowed from the library

(Photo by Daniel J. Ransohoff for the Cincinnati Public Library)



An adult educator

suggests five avenues

of approach

to the victims of poverty

for public library services

THE POVERTY PROGRAM is not one program, but a series of programs aimed at different groups of people caught in the same tragic web. Any examination of the potential of library services in helping these people find their way to a more abundant life must recognize these differences and what they mean. Who are the poor? Precisely how does poverty limit their lives? What different kinds of agencies — public and private — are interested in them and trying to help them?

While it is possible to group the victims of poverty in many different ways, five categories seem particularly relevant for library services. These are: 1) the young — particularly the school dropouts under 21 years of age; 2) the old — people over 65; 3) the people who are functionally illiterate and may be anywhere along the age spectrum; 4) the "new immigrants" from rural areas and the small towns — the humans displaced by the mechanization of agriculture and flocking to the cities because there is literally no other place for them to go; and 5) the Negroes, who make up the majority of each of the other four groups.

These groups are not, obviously, mutually exclusive. They represent useful ways of looking at some of the common characteristics of large numbers of people in terms of their motives, habits, backgrounds, and hopes or fears for the future.

A flashlight, large printed letters on a crumpled piece of paper, and an old lady in a dark phone booth outside NYPL tell the story of struggling for a job *(Arnold Hinton photo)*

3246

A Way Through the Web

By EUGENE JOHNSON

YOUTH OPPORTUNITY CENTERS

The needs of youth have been discussed so widely in so many different places that this article will dwell on them only briefly. The Economic Opportunity Act of 1964 provides a variety of programs for youth. As this is written, 27 universities are engaged in training counsellors to staff the Youth Opportunity Centers that will be established under this legislation. How vital is the public library to these counsellors and the training programs through which they pass?

One wonders what instruction in library services is included. The need is great for public libraries in every area to let these youth counsellors know what services the libraries can provide. Joint planning sessions with the counsellors would help to ensure the steady flow of library services into the Centers. The need to tailor new programs to the needs of the young people at these Centers should engage the thought and attention of any librarian concerned with the question of youth and poverty.

WHAT ABOUT THE OLD?

People over 65 years of age head 3.2 million of the families in the ranks of the poor. These older people cannot be taken out of the poverty group through programs of education and retraining. Only increased programs of direct assistance will make any material difference in their status. However, they can be helped through Consumer Education Services to spend more wisely whatever money they have or may come by. Also, they have unique interests different from those of any other age group.

Libraries willing to be of service should establish firm working contacts with public and private welfare agencies and administrators and program planners for retirement homes, nursing homes, and other places where the older poor will be found in large numbers. Case workers from the welfare agencies represent one of the best means for reaching the aged. Briefing sessions for welfare workers could be arranged by libraries, and library staff members could discuss and plan services at staff meetings of welfare agencies. Many churches have given increased attention to the needs of older people and will welcome whatever assistance the librarians can bring. Administrators of public and private programs for cities, counties, and states should be consulted for ways of using library services.

Perhaps the best information on the unique interests of older people is contained in the National Opinion Research Center's report, *Volunteers for Learning*, released in 1962. Specific topics of interest and preferred educational methods related to the older group have been clearly set forth in the report. Practically every city now has some kind of agency representing older people. These senior citizens' groups are obvious avenues by which the librarian can reach older victims of poverty.

EIGHT MILLION AMERICANS ARE FUNCTIONALLY ILLITERATE

Functional literacy is usually defined as the ability to read at the fifth grade level. Irrespective of the poverty legislation, the public schools can be expected to increase their literacy education programs. However, the Act does authorize (Part B of Title II) $25 million for the current fiscal year for Adult Basic Education programs. School based programs will probably have adequate supplies of textbooks for literacy edu-

cation. However, the abolition of literacy will require that other agencies join the campaign as well. Churches, settlement houses, and neighborhood organizations can be expected to offer some literacy programs. In addition, much of the literacy education may be carried on by television and this, to be successful, will require easy access to supplementary materials. Liaison with the director of adult education for the public school and with the director of the local community television station will indicate the nature of programs planned by these institutions.

The real purpose of literacy education, however, should be not just to teach people how to read but to make readers out of them. There is a difference. Books that are geared to adult tastes, reading levels, and interests should be widely available. Could an enterprising library start a mobile service in a supermarket, for example? Or in a public park? Storefront churches should be fruitful places for making library services known and available. Wherever the poor congregate, the intelligent and resourceful librarian can discover ways to appeal to their interests and developing awareness.

FARM TO CITY: THE "NEW IMMIGRANTS"

The rural migrants know little about city life. It is big, sprawling, impersonal, and often hostile to them. They know almost nothing about its machinery for government, its cultural resources, the services available to them. And, of course, they often appear not to care. There is little reading material that is geared to their interests. The Mayor's Commission on Human Relations of the City of Chicago, a few months back, was planning a new kind of literacy reader — one that teaches people about the city as it teaches them to read. How far this effort has gone, I do not know.

But surely the libraries can help people develop some awareness of the city and stir a passion for the good life that the city makes possible. A good start along this line could be made with an effective visual display. The Public Library in St. Louis and Washington University, several years ago, had a magnificent display of photographs of St. Louis. It attracted great attention in the several different locations in which it was on display. One didn't need to read to grasp its vital message.

If we are to make happy and useful citizens out of these new arrivals, they must be helped to understand the city and its opportunities.

ONE OUT OF FOUR NEGRO ADULTS IS UNEMPLOYED

Poverty weighs more heavily on the Negroes than on any other group in America. All of the suggestions made previously apply, of course, to the Negroes, who constitute the bulk of the people in any of the other categories. Many of the Negroes in American cities come from families that have suffered unemployment through three or four generations.

In addition to the specific tasks that educators and librarians face, there is a special need that the Negro poor have. It is to understand their heritage. Negro history in America contains stirring episodes of courage, inventiveness, humor, drama. These are not nearly as well known as the somber record of slavery, the tragedy of families broken up, of illegitimacy, of generations of deprivation. The massive surge forward and upward of the American Negroes against great odds is one of the magnificent stories of human history. The flowering of the individual personality, irrespective of the darkness and despair of the past, is one of the most moving and rewarding epics of this country. Few Negroes really know it. If librarians can help the American Negro achieve a sense of pride in what his people have overcome and the progress they have made, if this can somehow saturate his view of the future, life will not seem as difficult nor hopeless as it often appears to many.

In organizing books, films, exhibits, lectures, and other materials, librarians will have many allies in this cause. The churches, settlement houses, and such associations as the Urban League and CORE will be eager to use good materials. Also, leaders in these groups can be looked to for providing some judgment on the value of the many different kinds of materials that are available.

Finally, a question. Can poverty *really* be abolished in America? What do librarians believe? The librarian who feeds the spark of human curiosity and wonder, the developing skill, who makes avid readers of the people passing by, holds a large part of the answer to that question.

Answers to a survey show some of the large city libraries beginning to meet the challenge of poverty and ready . . .

To Overcome the Myth

By EDWIN CASTAGNA & ROLF HALVERSON

WHAT BASIS is there for saying that the impoverished are one of the greatest problems today's public libraries face? Some people feel that many of those at the bottom of the economic heap seem to lack both the capacity and motivation to use the library. Conversations among librarians often end with the dismal conclusion that, after all, there are some people absolutely beyond our reach, and trying can only end in frustration.

Yet Sargent Shriver, Special Assistant to the President, sends a "Message to American Librarians" which takes a different view: "It is commonly believed that the poor, coming out of deprived backgrounds with little culture and learning, are not motivated toward books or learning. This is a myth which you can help to overcome. The poor want to learn, to enjoy, and to benefit from the fruits of learning."

What are large public libraries doing to overcome Sargent Shriver's myth that the poor are not adequately motivated? When we surveyed 42 large public libraries, Mr. Shriver's challenging statement was not yet published. However, answers from 33 responding libraries to the question, "Do you feel your library has a special responsibility to the people in the depressed areas within your community?," suggest that most librarians feel the poor do have the capacity and motivation and that therefore it is worthwhile to try to reach them. Twenty-seven libraries responded "yes" to this question, one answered "no," and five were indefinite or gave a qualified "yes" answer.

Among these last five, the general feeling was that while the responsibility toward the poor was not necessarily greater, the amount of effort required was far greater, though the results do not always reflect that fact. One library said that while it felt a responsibility to all, it recognized "that people in depressed areas may have a *greater need* of appropriate public library services and materials than people in advantaged areas."

As has often been observed, libraries, like many social agencies, work best if they cooperate with other community organizations. And some libraries are working with other agencies assisting those in depressed areas.

The most concise statement received in the survey was from the New York Public Library entitled "Profile: the Work of the New York Public Library with the Adult Illiterate and Functional Illiterate." The library's first concern is aiding the individual when he comes to the library. In working with groups it primarily supports other social agencies.

The libraries queried were asked to give examples of programs by which they were attempting to reach individuals in depressed areas. The answers, representing all parts of the country, showed variety and imagination. They fell into three categories:

1) *Programs aimed at reaching the individual illiterate*: These are usually geared to the particular need of the community, e.g., a branch program on how to go about getting a job in an area heavily affected by layoffs, visits to migrant labor camps by children's librarians to supply books and tell stories, and special tours of the local library by children and/or adult groups at a time when they could receive special attention.

2) *Programs in cooperation with other community agencies*: These range from TV and radio programs such as "Operation Alphabet," concerned with formal instruction for the illiterate, to projects with other governmental agencies or community organizations in an attempt to improve the skills and abilities of the individual. One

Children look and listen as Cincinnati children's librarian Consuelo Harris reads to them in an impromptu recreation center just opened in a vacant store *(John Parrott photo)*

library worked with the welfare department on a cooperative education project to raise the recipients of welfare to an eighth grade educational level.

3) *Programs to inform the general public of the problem*: This type of program was less frequently cited than those in the other two categories. Some libraries are making special efforts along these lines, both independently and in cooperation with other agencies to seek community support.

Photographs, newspaper clippings, notices, and brochures from these libraries tell an inspiring story of the outreach of public libraries into the lives of our least privileged citizens.

To find out how libraries were communicating, the following question was asked: "Have any means of library publicity proved more effective than others in reaching the individuals in these areas?" The answers are somewhat inconclusive, ten answering "yes," eight "no," eight were blank, five "unable to determine," and two "not engaged in yet."

The most effective means were personal contacts through attendance at group meetings at schools, community centers, and churches. Emphasis was placed on the importance of oral communication. Newspapers proved most ineffective. One library responded: "I believe we are not going to get to these groups with the printed word. There has to be another kind of initial contact."

Much energy and time can be saved when the best channels of communication are discovered and used. One library is now working on this problem, and the findings should be of general interest.

Another question was, "Have you considered the possibility of assigning staff, free from other responsibilities, to explore the needs and interests of people in these areas that could be related to library service?" Only eight answered "yes," 19 "no," and six others said it was not possible at present, were indefinite, or failed to answer.

Specific positions responsible for service in this area varied from library to library and included a coordinator of young adult services, a community coordinator, and a children's librarian who served as a foreign language specialist working with non-English speaking youngsters. One library hopefully anticipates a field worker in depressed areas served by four or five branches.

It will be revealing to study these special staff assignments. This may lead us to better organization for serving this difficult-to-reach group.

When asked, "Have there been noticeable trends in adult requests for information that can be readily identified with economic deprivation in the community?," 17 answered "yes," 11 "no," and five "indefinite." Types of requests cited centered around the simpler how-to-do-it books, labor materials, and periodicals, and the use of library meeting rooms for tutoring the culturally deprived.

The answer to the question, "Have you prepared any special booklists and/or materials on a lower reading level in an effort to reach these (impoverished) people?" was largely negative. Six answered "yes," 16 "no," eight were blank, and three said they were preparing such materials. General comments emphasized the lack of them.

This lack calls for action. Publishers, librarians, and educators have been getting together to prepare material for emerging literates. It does little good to teach people to read if they do not have readily available materials relating to their interests.

In addition to querying other public libraries, we addressed specific questions to members of the Enoch Pratt Free Library

staff who have had many years of experience in underprivileged neighborhoods. One of the best case histories of library service in a depressed area was written by Janet Stevens, branch librarian of the Pennsylvania Avenue Branch. It describes a program at once persistent, comprehensive, and opportunistic.

From its inception the Pennsylvania Avenue Branch has been considered in Baltimore as an example of superior library service to a low-income area, and it has received excellent staff and the most liberal book budget that could be allocated.

In attempts to reach a basically nonreading community, Mrs. Anna Curry, young adult librarian, organized a successful radio-bookfair program. Going on the air on a rock 'n' roll station with a group of Negro teenagers, she reached an audience seldom touched by the library. This branch has become one of the most important and useful places in a densely populated Negro neighborhood and is convincing evidence that a vigorous and forceful program can make youthful reading habits stick with many children and young adults through adulthood. Mrs. Curry calls particular attention to the need for special training for librarians working with the culturally deprived.

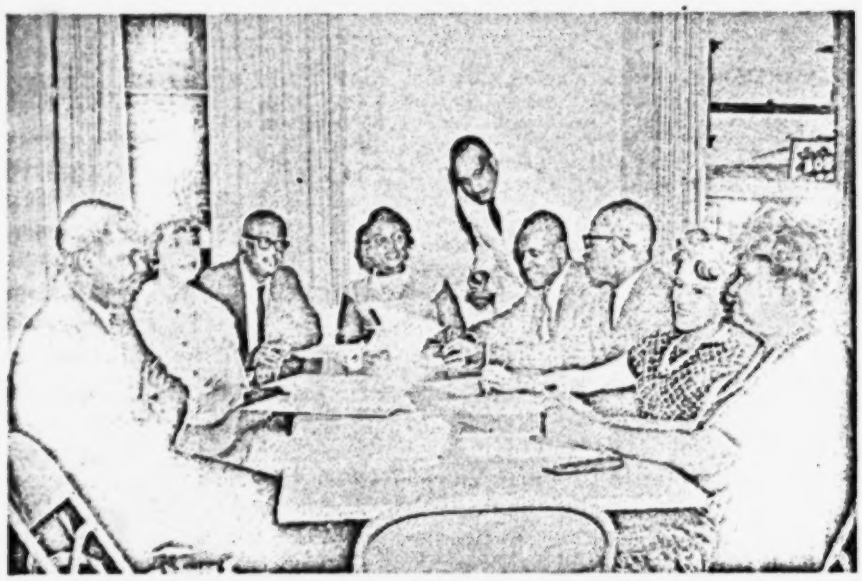
Another Pratt librarian with long experience in such areas is Fern Stowe. Through programs geared to individual needs and interests, she has brought together working-class mothers of different races for their first real cross-cultural association.

Mrs. Eleanora Lynn has distinguished herself in a changing neighborhood by bringing together civic leaders to openly discuss community problems.

Here, then, in a pretty good sized nutshell, is the response of large public libraries to the poverty problem. It is obvious that many public librarians have a finger in the dike. Some have been working quietly for many years with those at the edge of our cultural mainstream.

Ahead there are signs of hope. For the first time since the New Deal there is real federal concern for the impoverished. The new Library Services and Construction Act, which provides construction and operating funds not only for rural libraries but for the masses packed into large cities, offers us a chance to see what we can do with modest sums. And the Economic Opportunity Act of 1964 opens the way to use federal funds under many kinds of projects. There will be new patterns of services and new combinations and teams involving other agencies. And there must be new kinds of librarians, or more like the people I have mentioned at the Pratt Library, whose counterparts are in public libraries all over the country. We need throngs of librarians not only willing but eager to work with those "other Americans" who so desperately need books and libraries.

If we use the available money intelligently, if we develop new patterns of service, if we find enough of the right kinds of librarians, and if we in our time pioneer as our predecessors have pioneered, we will indeed overcome the myth. To do this is a major mission of public librarians of the United States.



The War on Poverty Committee of the Central Brooklyn Coordinating Council, Inc., at a recent meeting. Third from right is Hardy Franklin, the Brooklyn Public Library's community coordinator for the Bedford Stuyvesant area

The birth of an experimental program financed by foundation and public funds in a medium-sized city . . .

Responding to Manifest Needs

By MEREDITH BLOSS

THE NEIGHBORHOOD CENTER of the New Haven Public Library opened on July 14, 1964. Planning began in September 1963, and this is a report on the pre-action phase of the project and the ideas behind it. The Center has been set up as a three-year demonstration on a budget of $180,000, half of which is a foundation grant.

The Center was born of a fortuitous encounter between conviction and opportunity, in a climate of innovation and experiment, as a reaction to criticism.

The conviction is that when people know the facts, they're more apt to make a better life for themselves and be easier to live with than when they don't. A skillfully selected and usefully organized collection of books is a source of ideas for rational action and for improved living. Such a collection can become an active force for good in the community when aggressively and imaginatively exploited.

The opportunity was provided in New Haven with the advent of Community Progress, Inc., a private nonprofit corporation established, among other things, to ". . . take action directed toward the improvement of living, working, housing, recreational, and educational conditions of people within the community." CPI, as it is known, was set going two years ago with a grant of $2.5 million from the Ford Foundation for a three-year demonstration period. To that initial sum have been added several other grants from state and federal governments and from a local foundation. CPI-sponsored programs are carried on by the Police, Health, Education, and Parks and Recreation departments, by other local private voluntary agencies, and by CPI itself.

The climate of innovation and experimentation has been generated in New Haven for the past ten years by a far-reaching urban renewal program.

The criticism is that public libraries are aloof, middle-class agencies run by rigid and inflexible standards, having little to do with or for less advantaged people, and leaving quite a gap between professed objectives and daily practices. As Neal Harlow put it: ". . . individual teachers and librarians have been alive to the opportunities of their calling, but aggressive library service responding to manifest needs has never caught on as the supreme objective of the profession" (*see* "The Present Is Not What It Was," Lj, June 15, '64, p. 2531).

In this situation, we first talked with the Mayor's director of administration. Any approach by a department for foundation assistance would need the City's official position clarified at the outset. He and I agreed to talk with CPI about a library-oriented neighborhood operation which would relate library goals and objectives to those of CPI. Our first contact was verbal and exploratory, with the director of program development of CPI, the associate director of CPI, and the associate superintendent of schools.

At that time we presented the idea as a pilot project, a demonstration which would help find new ways of bringing books and people together and of bringing books to bear upon individual and social needs. We thought of creating a place where the combined forces of an adequate supply of good books and skilled, personal guidance and leadership would be joined with other kinds of both planned and spontaneous activities. We described the place as a social or neighborhood center built around books and ideas rather than games and athletic contests; an informal setting for the ex-

change of ideas and opinions and some cultural activities. For young people, we saw it as a neighborhood drop-in, but with a purpose; a place to do homework (which is badly needed in this section of the city); a place with a sympathetic, friendly atmosphere; a place where the schools and other agencies might conceivably carry on regular or intermittent programs and activities of their own.

The ideas exchanged at this meeting expanded the concept, and as a result of this discussion, we were encouraged to prepare a program and a budget. It was ready in early October. The library's proposal then had the benefit of study and revisions by CPI staff members and the director of administration, who increased the budget. The Board of Library Directors told us to go ahead with plans for seeking foundation funds. We also began looking for sites.

By January we had settled on a three-year demonstration period, and a budget of $180,000, of which one half would come from the foundation, $50,000 from costs of operating a branch library that would be replaced, and the balance of $40,000 from an increased city allocation in the second and third year of the demonstration, "shou!d it prove successful." In short, the city would put up $40,000 of new money to get a $90,000 grant, with the possibility that they would have to support the project's continuation after the initial three-year period, in the event of its success.

These details having been settled on by conference, the Board of Library Directors authorized application for the grant, and two weeks later the Board of CPI approved the request. Later in February, the City's Board of Finance formally voted to let the library go ahead and ask for $90,000 with the proviso that, if the project were successful, the City would allocate $40,000 in the second and third years. Early in March the Board of Aldermen took similar action, thus making it official on all counts. The project was approved by the Ford Foundation on May 1.

In March meanwhile, when it began to look as though the funds would be coming along, we began to settle on a location and to meet with a neighborhood advisory council of about 15-20 persons. It included PTA members and officials, social workers, an alderman, educators, and representatives from CPI. In the first couple of meetings we presented the concept and talked about the kinds of things that might be done in the new center.

We were looking for areas of concern. What did people need to know? What was bothering them? What could a radically changed and expanded library do to help? The most imaginative ideas about what should be done came from those persons

Mrs. Lyn Netzer and Dick Olson, with guitar, bring creative dance lessons to children in the New Haven Public Library's Neighborhood Center (James Pickands photo)

who had made the *least* use of libraries in the past. Those who were accustomed to the library in its present and traditional role had difficulty in seeing and accepting changes in that role. Among the suggestions that came from members of the advisory council were:

A reading and writing program not based on middle-class tests; the teaching of reading to teenaged boys in a climate less rigid and institutional than the school; discussion groups that would allow children to talk about books and hear about books they would read; teaching the culture of other peoples; having "fun" things in the library, such as art festivals, music festivals, jazz concerts; providing a place for morning sewing circles for mothers whose homes might not be large or adequate enough for this kind of gathering, or who might just like to "get out of the house." These were some of the things that seemed appropriate to the advisory council members as activities for a neighborhood center of the kind we proposed.

Our assumption that there was need for a different kind of socially-oriented neighborhood unit seemed well enough founded to encourage us to go ahead. The neighborhood council has continued to meet and exchange ideas and opinions, mostly in subcommittees with specific tasks and areas of concern. This has already laid the groundwork for cooperation with other problem-solving agencies in the area — an integral part of the plan. One such agency, new to New Haven, with which the library expects to work very closely, is the community school.

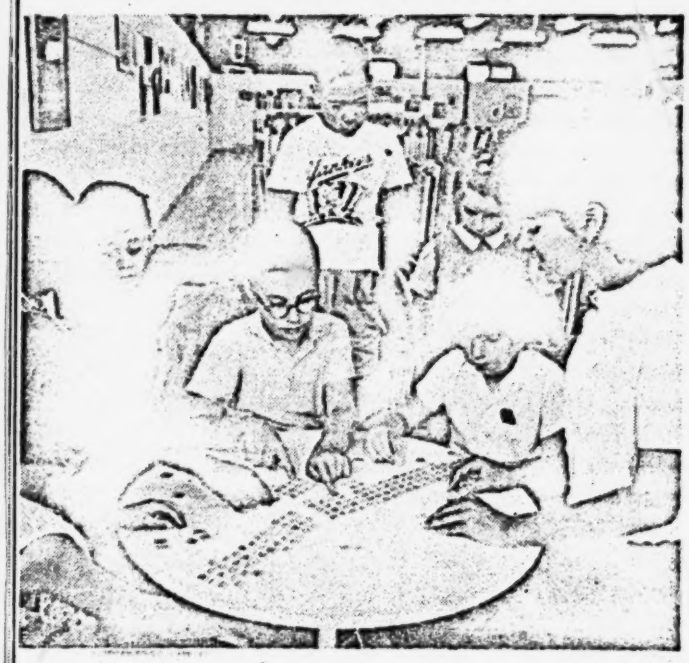
The staff of the center will include some people trained or oriented toward librarianship, and others trained in or with skills in group work and community organization. We expect the two kinds of training will intermix to a certain extent. Present plans are for a six-day week, with a seventh day in the fall. We hope to find some volunteers from colleges and universities in the area, as well as other people who would do informal tutoring, advise reading clubs, lead discussion groups, etc. We shall expect the staff to move out into the community and work with other problem-solving agencies, individuals, and groups.

The aim is to see what will happen in one neighborhood as a result of a many-faceted, experimental library service program based specifically on the discovered needs of individuals and groups within that neighborhood.

The community workers' job will be to tune in on what's needed and wanted, to suggest areas of concern and activities that might help. The librarians' job will be to know the books and materials available, to seek out and assemble and interpret and relate books to need — whether that need be for a job, information on painting a back porch, on the nature of citizenship, or on preparing a nutritive menu. Some needs will be dealt with individually, others will be met in groups. Some needs, no doubt, will turn out to be illusory. Many will have to be searched out, i.e. they will not be apparent to the people who have them.

We see the library center as a resource for other agencies to use, and a place where they may develop some aspects of their own programs. We expect to be looking for new and concrete ways of relating the basic elements of library service to the needs of people in the service area, many of whom are nonreaders and nonusers of information, and few of whom think of a public library, or of books for that matter, as having practical value for self-improvement.

Tuskegee Institute senior Joanne Walker leads an anagram group (including a Yankee fan) at the New Haven Neighborhood Center. Miss Walker is spending her summer as a College Intern with Community Progress, Inc.



Planning at the state level, the involvement of county and regional programs – all flourish in . . .

A Climate for Progress

By ELIZABETH HUGHEY

THE CONFERENCE WITHIN A CONFERENCE at the 1963 convention of the American Library Association focussed on student use of libraries. The word "student" was used broadly, to encompass all age groups and those who pursue their self-education independently as well as those in formal classes. While chief attention was given to the "use" problem, participants were not unaware of the "lack-of-use" problem and the *potential* "students" among those who are now classified as the "culturally deprived." Trying to meet the needs of such people is not a new experience for some libraries, but the major effort has been directed toward the adult. Classes and programs sponsored by libraries have covered a broad spectrum ranging from literacy to art and philosophy.

Libraries providing such activities have enjoyed the successful experience of interagency cooperation and the willing help of volunteers. It may be that interagency cooperation has been developed more successfully than cooperation between different types of libraries. But the Conference Within a Conference has given added stimulus to cooperation between libraries and their governing or parent bodies, and now the urgent emphasis on eradicating poverty presents new opportunities for libraries to work together.

In North Carolina, additional stimulation for library participation and joint planning have been provided by: 1) the President's Appalachian Regional Commission activities; 2) the North Carolina Fund programs; and 3) the President's Economic Opportunity Act.

North Carolina's representative on the Appalachian Regional Commission's task force, a member of the Governor's staff, asked for information on existing library resources, the pressing needs of the libraries in the 29 North Carolina counties in the region, and how these resources and needs related to the total educational, cultural, and economic development of the area. Pertinent information was supplied by the State Library, which also alerted local county and regional librarians to the opportunities for further interagency cooperation and identification of library services and needs. The Department of Public Instruction and the Board of Higher Education similarly alerted school and college libraries. Some counties in the area already had the benefit of experience in developing retraining programs for skilled persons who were out of work. For example, the closing of the mica mines terminated the main sources of income for many families and created immediate need for adjustment and development of new skills.

It was a natural next step for libraries to join forces with other agencies in projecting plans for participation in the North Carolina Fund. The Fund is a nonprofit, charitable corporation incorporated with specific functions "To study the problems involved in improving the education, economic opportunities, living environment, and general welfare of the people of North Carolina, of all ages and in different parts of the state; to make and recommend grants for research, pilot, experimental, and other projects toward the solution of such problems; to make available professional staff services to private and public agencies, both state and local, seeking solutions to such problems; to encourage cooperative state and community action in devising such solutions; and to encourage wise use of public and philanthropic funds devoted to any of these purposes." The State Library is keeping local libraries informed about this

program as well as the Appalachian Regional program.

Libraries at local and state level have multiple responsibilities and opportunities in these programs. Informational materials and services are required by all agencies involved in planning these new programs, as well as by the individuals and families and communities whose economic, educational, and cultural levels they seek to raise. Much cooperative exploration has been done and some planning has resulted. As of July 14, 1964, two reports had been received from experiments already underway.

One example of cooperative activity triggered by active participation in the Appalachian Regional Commission's planning comes from Kentucky. The purpose of the specific project is "to broaden the horizon of those people who have never been out of their home area." The Kentucky Department of Libraries is providing road tours, books from regional libraries, music and language records, films, and bookmobile service to help this project which is being conducted under the leadership of Berea College and the Council of the Southern Mountains in Brightshade (population 47) in Clay County. The project uses volunteer college students and mechanical aids to help underprivileged teenagers and adults to read. Cooperating in it are a college representative, a school librarian, and a regional librarian.

Included in the project are visits to points of interest in the state. One such visit was made recently to Frankfort to see the Capitol and to see what is being done at the Department of Libraries to help provide better library and bookmobile service. The library director says: "We are still groping in the dark, but we see a great possibility for interagency cooperation in providing instruction and better training for semi-literates and illiterates."

Another experiment is a Youth Volunteer Project which is one phase of the North Carolina Fund Program. The Avery-Mitchell-Yancey Regional Library, on the crest of the Blue Ridge Mountains in the Appalachian Region, planned to use four of these volunteers this summer for these purposes:

1) "To provide longer hours of service and shorten the span of time between bookmobile trips so that books and services are more readily accessible than present inadequate budgets permit."

2) "To emphasize for the summer months reading for children and young people in order to maintain reading skills and interest; to meet parents and older people and enlist their interest in library service through their children's enthusiasm."

3) "To encourage participation by local people, youth as well as adults, in the general 'spread of knowledge' and the effort to reach everyone by recruiting local volunteers."

4) "To reach more people throughout the three-county area in order to identify their interests and needs; to establish contact with community groups and potential leaders; to provide books, films, materials, and information wanted."

5) "To accumulate information and pave the way for the work of a program of adult services as proposed in the long-term project submitted to the North Carolina Fund committees."

The qualifications for these volunteers were spelled out. Listed as essential were: "A friendly, democratic attitude toward, and acceptance of, people; Interest in people of all ages; A driver's license, combined with skill and experience in driving (bookmobiles travel narrow, steep, gravel roads as well as highways, and the trucks need to be turned in some tight places); Interest in ideas as found in books, films, recordings, and information materials generally."

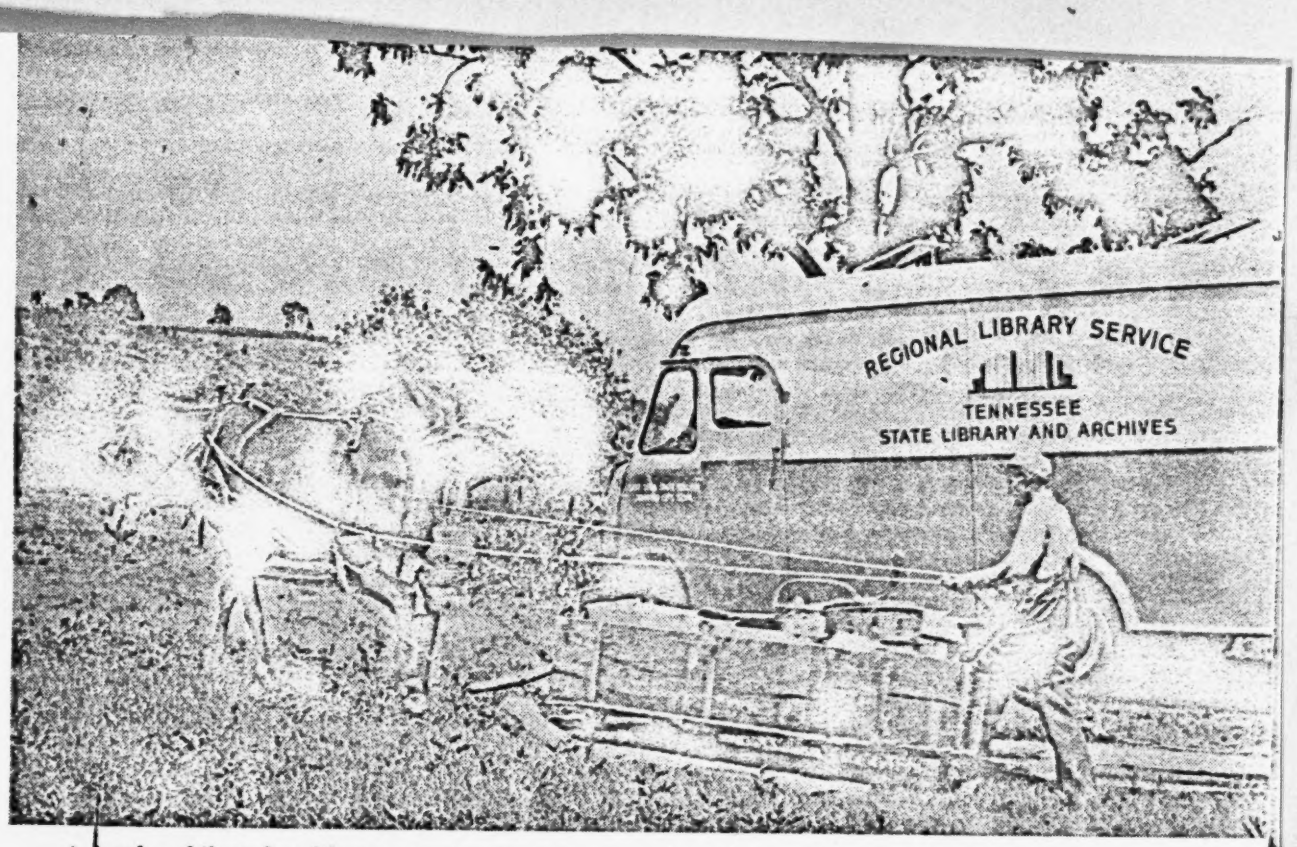
Listed as "useful but not all essential" were the following: "Wide reading experience; Clerical skill and methodical approach to records; Ability to talk with individuals, groups, and children; Ownership or use of a car; Experience with movie projectors; Skill with posters, displays, publicity of all kinds; Library experience."

Among local help and contributions anticipated were:

1) Recruiting of local college and high school students throughout the three counties to work with the Youth Volunteers, assisting in locating stops on bookmobile trips, encouraging borrowers, publicizing bookmobile use, contacting persons for community meetings and programs, and relating the Volunteers to local activities;

2) Enlisting local adults with special information or skills;

3) A loan of supplementary readers for three months from the schools in the counties, to help meet the demand if the reading encouragement program for the lower grades and the extra hours of library service are successfully publicized;



A bookmobile takes library service to a man on the job in the heart of rural Tennessee

4) Supervision and training by local regional librarian; followed by apprentice and on-the-job training by the library assistant in each county and regular library volunteers;

5) Operating costs of four libraries and three bookmobiles which cannot be used to capacity now because of lack of funds to employ staff.

Before school closed in May, a county school supervisor and regional librarian sent letters to all county teachers informing them about the extended library program for the summer and asking their cooperation by encouraging their respective students to "keep reading during vacation months." Suggestions for getting the information to the parents, and a summer bookmobile and library schedule, were included with the letter.

As in the Kentucky program, it is too early to evaluate the progress in North Carolina, but the regional librarian reports:

"We ended up with five N.C. Youth Volunteers for the region and are enjoying them hugely. They are wonderful persons — a high-school librarian, two English majors, a girl trying to decide between social work and library service, and a Spanish major. We've had to shuffle our bookmobile schedules umpteen times to fit the strength and talents and the transportation problems of the two teams in our area, but we're beginning to settle down so that they can use their ideas and creative abilities to best advantage. Needless to say, they love bookmobiling and are enjoying picking up stops in the remote coves that we've never had time to service before. I hope to give them a chance at film previewing when we meet in Asheville the end of the month — and also a chance to meet some of the lively members of the profession!

"Yancey County schools came across magnificently with some old but good supplementary readers for the lower grades. All libraries and bookmobiles are worrying about the speed with which children's books are being taken out, but I think we'll have enough for the first round."

The last item in "Purpose" for use of Volunteers referred to "the long-term project submitted to the North Carolina Fund Commission." Direct quotes from this library proposal will give the scope of the library projection in programs designed to "improve education, health, welfare, agriculture, industry, and other opportunities for employment for the people" of the four counties* with a combined population of 57,452:

** Three of the counties, Avery, Mitchell, and Yancey, are members of the A.M.Y. Regional Library. The fourth county, Watauga, is a member of the Appalachian Regional Library.*

"The cycle of poverty among people of this area includes functional illiteracy, lack of awareness of possible ways of making a living, and a disinterest in anything beyond the meeting of immediate needs. The result is often hopelessness and isolation from the stimulus of ideas and information.

"In an effort to provide adequate materials and services, the public library boards and the Boards of County Commissioners of Avery, Mitchell, and Yancey Counties pooled their limited library resources two years ago and organized a regional library system In addition to many other services, the library provides information on economic opportunities, material for acquiring and improving job-skills, and an introduction to ideas in many fields of human endeavor. The services operate through library centers in four towns and bookmobile trips to every community in the area. Although meagerly supported, the library, through its services to all ages, has a uniquely personal relationship to people of all educational, economic, and cultural levels.

"Aware of the value of audio-visual aids in an area suffering from literacy problems, the *Regional Library proposes to promote the use of informational films and related materials. These materials would be selected both to supplement the projects chosen for special emphasis in the area, and to increase understanding and appreciation of personal and community values in the framework of national and world-wide problems and endeavors.*

"The regional library project would require: 1) The employment of a full-time adult-services assistant with the following responsibilities: to cooperate with community leaders and agencies in providing informational facilities to supplement the community betterment program; to alert individuals and communities to the available resources and to discover materials needed; to cooperate in planning activities that will use pertinent resources, including informed persons as well as audio-visual materials and printed matters, to stimulate individuals and groups; to work to eliminate illiteracy and functional illiteracy. 2) The purchase of sufficient equipment, such as film-projectors and tape-recorders, to make possible wide use of materials and programs in scattered rural communities; the rental of films, filmstrips, slides, and tapes as needed; the purchase of printed materials necessary to supplement the ideas presented by audio-visual means. 3) Financial provision for clerical help to make the services possible, since the library program now operates under the handicap of no clerical help. 4) The opening of each of the four libraries for a minimum of forty hours per week, so that material and services will be available when rural people can come to the library centers."

The proposal of these four counties was one of seven chosen to receive funds and other assistance for comprehensive experimental programs. The profile of ideas presented as the "Summary" of the 51 proposals suggests many areas for library participation and development. The Board of Directors of the Fund is anxious that as much assistance as possible shall be given to the remaining communities represented in the program comprising almost half of the state. A conference has been scheduled for the Fund staff and the State Library Extension staff to explore other ways and means to help libraries carry out proposals that were not selected to receive the North Carolina Fund grants. A summary of the proposals by areas of concern indicate seven in education, from the pre-school to the adult, and others as follows: the dropout problem, agriculture, community center approach, mental health centers, birth control, anti-social youth, employment, health and welfare, community approach, and additional study on poverty. It is not hard to identify library needs in these required areas, but intensive cooperative planning is required if library participation is to be effective.

In addition to the comprehensive community development projects, a portion of the Fund was earmarked for a major school improvement project to be administered by the State Board of Education. This experimental program will ultimately involve 300 schools, and calls for team teaching in an ungraded type of organization in the first three grades. It is designed primarily to discover improved ways of teaching reading, writing, and arithmetic in the primary grades. For the first 100 participating schools, beginning this summer there is a six weeks summer readiness program for the children entering the first grade in September. Already the Library and Instructional Materials Services of the State Department of Public Instruction has prepared a list of 101 *Selected Books for the Pre-School Child*. These have been distributed

to the teachers, and the State Library has distributed the list to the public librarians in the areas of the participating schools. The librarians have received a description of the program and know that a visit to the library is a proposed field trip for the classes.

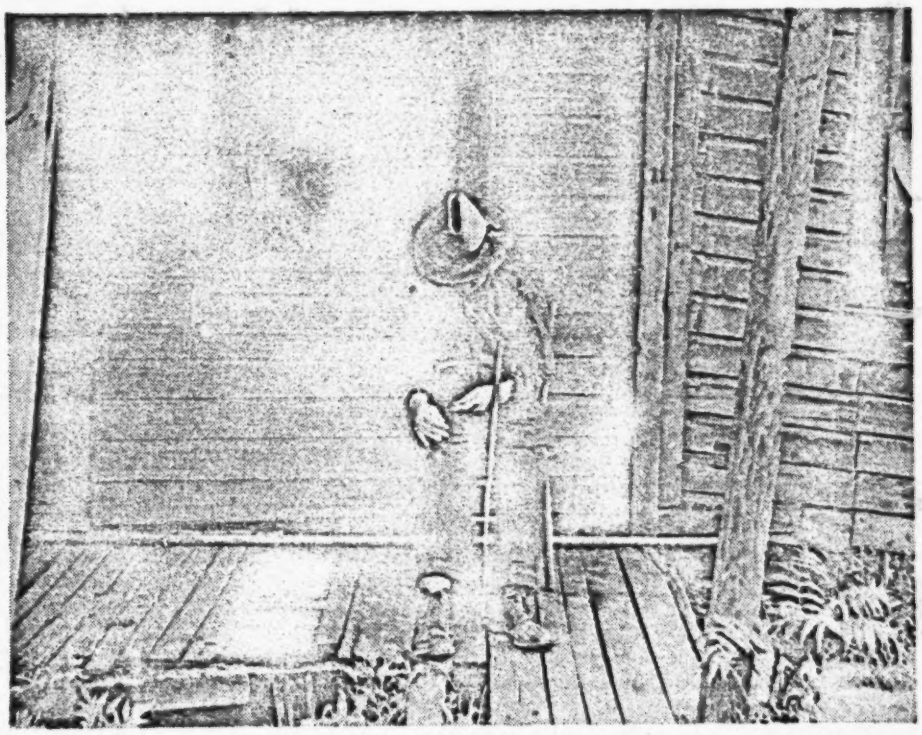
Concurrently a survey in depth of all identifiable library resources in North Carolina is in progress, authorized by the Governor's Commission on Library Resources. The findings of the survey will be used to make recommendations for achieving better library services through cooperative development and use of the total library resources of the state. This Commission, cognizant of all the opportunities for developing programs and extending service to individuals, can help all types of libraries achieve their common objective: providing the level and extent of services and resources needed by the state's people, whether culturally deprived or culturally privileged.

North Carolina is in its fourth year of an all-out-effort to strengthen its total educational system. Existing schools, colleges, and universities have been enlarged and improved. A system of community colleges has been established, including the technical institute, the industrial education center, and the community college. These developments are bringing educational opportunities closer to the people who need them for first training or retraining. Basic in each of these endeavors is the library program. One president said when he was appointed to direct a newly-approved community college, "This institution will be built around its library program, but first we must know what other library resources exist in this community."

Expansion of educational TV has also opened new opportunities for self-training or self-improvement and has enlarged the challenge to libraries to coordinate their efforts and resources to meet the individual's needs and to reach the individual who has not yet identified his need in terms of education.

All of these educational advancements and developments are helping create a climate as well as a need for all libraries, and especially public libraries, to assess their present services and make bold and imaginative plans to get into and stay in the mainstream of activities for total community development. Inherent in these activities will be help for those caught in the "cycle of poverty."

This article has dealt primarily with the response of libraries in North Carolina to the problems of poverty, but a quick overview of other state programs indicates that statewide planning is going on for public library development to serve people on all levels of achievement. As one director indicated, no special program labelled as an "attack on



The hopelessness of poverty

poverty" exists. Incorporated in Minnesota's state plan, however, is a "principle" to help lower-economic-level areas and an adult services stimulation program in four areas of the state. From California comes word of experimental plans for making one of the major projects under the Library Services and Construction Act funds a special attack on problems on library service to students. This would reach into some of the lower-economic-level areas. Another project is a joint public and school library program which envisions the libraries in a more active role in relieving the poverty problem.

In the states where strong adult education programs have been an integral part of the school, college, and public library programs, libraries are already helping individuals lift and broaden their economic, educational, and cultural horizons. The problem continues to be that of reaching the nonparticipating individual.

A review of some of the special classes sponsored by public libraries in the Appalachian Region in the early fifties indicates they were successful for the "late-learners" and the economically depressed. Many of the classes were not continued because of limited personnel and financial resources.

Federal, regional, and state fund/service programs are offering new opportunities for local participation. These opportunities can be used most effectively through close cooperation among all disciplines at each governmental level, and among all levels of government and civic and volunteer services.

Book Selection For the Culturally Deprived

By THOMAS F. PARKER

POVERTY, in many places, is almost tangible. It oppresses the casual visitor, stifles the hope of the slum dweller. Cheap stores display dusty windows above oil soaked factory lots. Inside the buildings are stinking stairways that lead to shabby, overcrowded rooms. There is always the smell, annoying, acrid, unforgettable. It is a combination of cooking, fat, sweat, and dirt, of bedding and breathing and stale clothing hung away unwashed. There is filth, misery, danger.[1]

The fact that such poverty exists is well known. The communications media have brought us all the fanfare of a governmental "war on poverty." It is not too soon. Under the ballyhoo are hard facts. Unless poverty is reduced, the fiscal resources of the nation will continue to be drained "severely and increasingly, by the necessity for growing appropriations for special services for education, welfare, and crime control."[2]

It is the purpose of this paper to examine some of the problems that arise in book selection for the culturally deprived — those functionally illiterate adults and their children, the high school dropouts, and juvenile delinquents from slum areas — who live in squalor on the fringes of our increasingly affluent society. It should be remembered that library *service* is the setting for the whole report. The best collection, however skillfully adapted to the needs of the deprived, will be of little value without the services of an alert, hard working staff, well trained for work with the deprived.

Book selection for the culturally deprived will, of necessity, provide materials in three main areas: employment, education, and daily living. The materials should be fitted to the needs and capabilities of the deprived without being confining. Criteria for selection should be high, emphasizing quality in format, textual arrangement, and illustrations. The materials selected will have to be exceptionally effective to work at all.

For the purposes of book selection, it is possible to regard the culturally deprived adult and the high school dropout as individuals with much the same needs. Both exist in the same bitter world, sharing the same worries, competing for the same jobs.

Employment is an area of primary concern for such individuals. The book collection must reflect this in many ways. It should tell in simple, specific detail what jobs are available and how to apply for them. It should contain basic information on how to keep a job, how to maintain and build a good employment record, how to work toward advancement. There should be material on good grooming, on punctuality, on what employers expect of employees. There should be material on how to fill out job applications, on how to do well on tests. There should be handbooks on civil service examinations, on apprenticeship and union membership, on the trades separately, on tools and equipment.

Besides books the collection should contain many materials now outside the scope of standard selection tools; job textbooks, parts catalogs, assembly manuals, handbooks, typed job sheets, career material, commercial booklets and charts.[3] The collection should cover, in depth, every conceivable aspect and type of employment for the deprived.

Closely related to employment among the interests of the deprived is education. Here again the selection of materials must emphasize the whole range of opportunities that are available. There should be basic review books in the collection that will facilitate self education from arithmetic to mechanics to literature and high school or college preparatory work. There should be books on test taking, on the specific tests that are available — for example, the high school equivalency test. There should be detailed, simple information on where and how to apply for formal education. There should be information on what is expected of the student, how he will benefit from schooling. There should be information on institutions known to have accepted applicants of the deprived individual's race or background. The collection should provide comprehensive materials for formal and informal education.[4]

The problems of everyday life comprise a third area of prime concern for the culturally deprived. Here again the collection must be inclusive. There should be material on planning, on budgeting and saving. There should be material on how different credit plans work, complete with sample forms. There should be material on home upkeep and family sewing, on health and child care, on cooking and nutrition. There should be books on making marriage work, on child psychology. The collection should include materials on how government works, on the rights and responsibilities of citizens. There should be detailed information on community services: what they do, where they are, how the individual can apply to them. The collection should try to cover all the problem-filled aspects of life in the slums.

To answer the need for excitement the book collection could offer biographies — of sports heroes, dramatic lives, modern success stories. There should be fiction that would take the deprived reader inside other jobs, to distant times and places.[5]

I know only that murder is being done, against nearly every individual . . . , and that there are dimensions and correlations of cure which not only are not being used but appear to be scarcely considered or suspected. — *James Agee*

Ideally the materials provided for the culturally deprived should meet strict requirements of high quality. Guide lines developed in other countries provide insight here. Content of the material is the most important factor. Content must relate directly to the problems and lives of the readers. The title should indicate this. Simple, expressive illustrations are invaluable, but they must be related to adjacent text. Type should be clear, the pages well arranged. The style should be descriptive, the narrative personalized. If possible the vocabulary should be simple and familiar, the approach adult. The basic ideas should be few, with a selected minimum of details. The works should be short, with brief sections. A page range of from ten to 40 seems to be optimum per section.[6]

Obviously the location of materials to fit all the categories above will be difficult. Often they will have to come from sources outside the ordinary jobber. Much of the material can be found in pamphlet form, obtained from commercial sources — potential employers of the deprived and community job training programs — or from community service organizations. There are more lists of books evaluated for use with the deprived than are generally recognized. Over 20 such lists are detailed at the end of this article. There are undoubtedly others. There are lists of magazines evaluated for reading difficulty.[7] There are several readability yardsticks for evaluation of mate-

One of the earliest library booklists on "poverty," this was produced by the Monroe County Library System, Rochester, New York

rials.[8] The tools and materials are already available, and more will come as publishers begin to meet a recognized need.[9]

Perhaps the most fruitful area, for short term results, lies in the area of book selection for the culturally deprived child. But here again the guide lines for selection are not self-evident. It is likely that libraries have fallen into the same snare that caught the schools. The modern public school "often bases its efforts on assumptions not valid for all children . . . [they] may be appropriate for middle class children but not for disadvantaged children."[10]

These children must be equipped with basic skills. The library collection must be effective on basic levels, helping develop the ability to pay attention, helping the child adapt to the use of printed matter.

Deprived children must read about the things that they see, feel, and do. Books must be selected which mean something to the child, which provide captions for inner emotional pictures: love, hate, fear. The words may have to be "police" or "butcher-knife" rather than "come and look."[11] Basic readers and advanced books should be selected because they deal directly with people and central city events, because they arouse the emotions of sympathy, curiosity, and wonder in children. Books should be sought "which recognize whimsy as important in the building of values, which accept the adventurous hero as a valid character for children to respond to."[12]

These books should be realistic, but should not dwell unduly on the grimmer aspects of life in the slums. They should include "the most possible aspects of the culture; e.g., the cooperative family traditions, the humor, the informality"[13] of the deprived.

Adaptations of the current ideas of "profitable" reading will have to be tried:

> Since boys seem especially bored with fiction and the make-believe world of the average . . . storybook, they should be encouraged, as they seldom are, to follow their natural interest in sports pages and books, adventure stories, science fiction, simple biographies of vigorous males, and (in higher grades) books that deal frankly with the facts of life. Once they have developed the reading habit, they might even be willing to explore the nice Victorian world of *Silas Marner, David Copperfield, Ivanhoe, Jane Eyre, Little Women,* etc.—though this may be too much to expect. It is *not* too much to expect, however, that reading be made as attractive as possible for students, a task that will involve violating some mid-Victorian taboos, giving students much freedom of choice, encouraging them to read pocket-size books . . . and making all reading and learning facilities as pleasant as possible.[14]

Attractive materials can be found. There are several lists of books recommended for children among those on page 3265. The Detroit City Schools Reading Program has demonstrated the success that can be achieved by using material even slightly related to the lives of disadvantaged children.[15]

The criteria for selection for deprived children should be similar to those now in use for beginning readers. Interest level should be high, the characters familiar, well done. Narration should be smooth, with clarity and attention to detail. Plots should be simple, information clearly presented. Moral quality should be inherent, not blatant. Sentences should be short, vocabulary familiar. Type should be clear, illustrations well done; surprise, good humor, liveliness are essential. Physical format should be sturdy.[16]

Such criteria, however, are guides, not straitjackets. The final decision on a book's suitability must remain with a knowledgeable selector, sensitive to quality, well versed in the culture of the deprived. For selection in this area does *not* involve a "soft approach, lowering of standards, capit-

ulation to [the deprived child's] deficiencies."[17]

This pursuit of excellence will involve a large amount of evaluation, a mountain of rejections. A pair of practicing librarians have described the current situation very well: "The childrens' (and this includes teenagers') book market is already flooded with an ersatz literature, written to prescription — controlled vocabulary, phony 'hip' language, and contrived plots. Children of the slums, like children everywhere, respond to imagination, sensitivity, individualism, excitement, as well as a truthful portrayal of their world. . . . Books which preach, those which are tailored to 'raise' the child toward the middle class, would smack of condescension."[18]

The tide of mediocrity in childrens' books is not new. James Agee found a flaw in textbooks that has become common in the whole field of writing for children. In regard to adults writing for children: "in nearly every word . . . there is a flagrant mistake of some kind. The commonest is this: that they simplify for their own ear, without nearly enough skepticism as to the accuracy of the simplification, and with virtually no intuition for the child or children. . . ."[19] *Caveat selector*. There will be more of such books in the months to come, as the publishers attack in the "war on poverty," and quality suffers under expediency.

Picture books make up the last category of the collection. Of help to both school and preschool children, these books should be in bountiful supply. They should be subject to all the criteria for excellence and selected with considerable care. For "a good picture book collection is particularly valuable. Picture books have long been used in reading readiness programs, but many more of them should be available for use in programs for culturally deprived children than for other children."[20] Well illustrated picture books can wake minds and imaginations. Such books can help the child compensate for his poverty of experience, reveal the world beyond the slum. They can focus attention, aid him in learning to read, help him develop the equipment he needs for a positive role in American life.

The kind of collection envisaged, then, is one that differs from the orthodox collection in general use. At first it will have to be hand selected, specially aimed at the culturally deprived. Around a core of basic books, the adult collection will be related to specific jobs, and to education. It will contain sources of consumer and service information on the problems of daily life in the slums. This material may consist largely of pamphlets, manuals, and sample forms, supplemented by books on pertinent subjects. The materials will be selected for effectiveness. They will be hard to find until the sources can be located and tapped. The children's collection will be related realistically to the peculiar problems disadvantaged children face. The collection will provide imaginative, sensitive, exciting books of a high order because, again, they will be hand picked. The size of the collection will depend on the quality and effectiveness of materials. Better a compact collection of highly effective materials than carefully selected materials dispersed among rows of dusty, unused, "standard" titles.

To what extent are such collections already available and in use? Information is hard to acquire, but perhaps the two large library systems of the Los Angeles area typify the usual approaches.

In Los Angeles County Library book selection is centralized. Titles are selected at a central location and sent out to branches. To supplement this, branch librarians may request titles they think would be particularly useful at their locations. The selection staff at the County Library, with the aid of regional librarians, undoubtedly gear the titles selected to the needs of individual branches as they see them.[21]

In the Los Angeles City system a list of basic titles for the whole system has been compiled. The branch librarians, in consultation with the regional librarians, order recent material from a central review list, selecting titles deemed useful in their libraries.[22]

In both cases it seems that serious obstacles would occur in book selection for the culturally deprived. In the case of centralized selection, the selection staff is fairly remote from the scene. Being remote, they can perceive only dimly the complex needs of the culturally deprived amid the noisy, attractive kaleidoscope of demands from the college-oriented suburbs, where astounding circulation figures promise visible return on money invested.

On the other hand, selection at the field level poses the problem of the highly involved, often overworked branch librarian. Usually handicapped by a shrinking budget

in the face of rising book costs, the branch librarian is beset by the feeling that somehow a standard collection must be maintained and desirable new titles purchased at the same time. In the case of the City of Los Angeles, the culturally deprived areas occur in four widely separated regions, with miles between librarians who could profitably pool their knowledge and experience of similar problems.

Both systems of selection suffer from a common problem — the dearth of suitable material that shows up in the regular channels. The recent Cherry Hill conference reported that there are almost no books suitable for the culturally deprived.[23] Yet the lists on page 3265 deal with existing titles. If supplemented by an imaginative, active "collecting" of ephemeral material outside the usual sources, an effective collection for the deprived could be put into operation.

There is no easy road in book selection for the culturally deprived. The needs of the deprived are complex, and will be unraveled with difficulty by the average librarian conditioned by a middle-class background. Suitable materials are hard to find. Centralized selectors can see only the forest; librarians on the spot only the trees. What is the solution?

Just as the need for teachers who have specialized in work with the underprivileged has been realized, [24] so there need to be librarians who are specially qualified for the field. They should understand the culture of the deprived, including the positive elements. *"This is not the same thing as recognizing the economic difficulties and general life conditions of the educationally deprived."*[25] Understanding will have to go deep. Librarians will have to track down the elusive sources of job-related materials. They will have to evaluate books for slow readers. They will have to pick the best titles for slum children in the light of new understanding. They will have to coordinate book selection on the administrative level while retaining effectiveness in the field. At first the work will be true pioneering. Collections will have to be gathered, placed in the field, evaluated and re-evaluated, with constant refinement. But from such work could come guide-lines and aids so that a single, busy librarian in a small system could also build an effective collection, the way standard collections can now be built — by easily acquired selection aids.

The entire field of book selection for the culturally deprived is open to investigation. Librarians need to know much more about the complex factors that govern reading habits, or the lack of them, among the culturally deprived. At the Cherry Hill conference, Austin J. McCaffrey, Executive Director of the American Textbook Publishers Institute, listed seven areas for profitable research activity.[26]

It is hoped that this paper will stimulate interest in an area ever ready for investigation and action.

References:

1. I am indebted to James Agee's *Let Us Now Praise Famous Men* and the Ford Foundation's *Metropolis* for the precise description.
2. Great Cities Improvement Studies Project (Ford Foundation Project, 1960), quoted in Frank Riessman, *The Culturally Deprived Child* (N.Y: Harper & Row, 1962), p. 110.
3. Dorin, Alexander, "Finding Material That Vocational Students Can Read," LIBRARY JOURNAL, Sept. 15, 1961, pp. 3002-05. Laughton, J. L., "Reading Problem, a Vocational Shop Teacher's Responsibility," *Industrial Arts and Vocational Education,* October 1957, p. 240 ff.
4. In the words of the American Library Association, materials are provided: "To facilitate informal self education of all people in the community; to enrich and further develop the subjects on which individuals are undertaking formal education," *Public Library Service: A Guide to Evaluation, With Minimum Standards* (Chicago: ALA, 1956), p. 4.
5. See Kath[illegible]e O'Brien's admirable summary of the types of materials needed, *Publishers' Weekly,* May 4, 1964, pp. 42-43.
6. Uzcatequi, E., "Books for the Bookless," *Americas,* October 1962, pp. 11-12.
7. Gray, William S. and Rogers, Bernice, *Maturity in Reading: Its Nature and Appraisal* (Chicago: Univ. of Chicago Press, 1956), pp. 263-68.
8. One of the best is Rudolf Flesch's *How to Test Readability* (N.Y: Harper, 1951).
9. There have been two conferences of publishers, educators, and librarians on supplying materials for the culturally deprived. See "War on Poverty; Book Publishing's Role in Adult Education, Job Retraining," *Publishers' Weekly,* Feb. 17, 1964, p. 38 ff., and "War on Poverty; What Books Are Needed, Where and How They Will Be Used," *Ibid.,* May 4, 1964, p. 32 ff.
10. "Education and the Disadvantaged American — A Condensed Report," *NEA Journal,* April 1962, pp. 8-12.

11. For an excellent description of the type of materials needed, see Sylvia Ashton-Warner's novel, *Spinster,* on Maori children and standard reading materials, p. 161 & 177 ff.
12. Leacock, Eleanor, quoted in Riessman, p. 117.
13. Riessman, p. 31.
14. Sexton, *Education and Income,* p. 259.
15. Whipple, Gertrude, "Multicultural Primers for Today's Children," *Education Digest,* February 1964, pp. 26-29.
16. Condit, M. O. "Trade Books for Beginning Readers," *Wilson Library Bulletin,* December 1959, pp. 284-301.
17. Riessman, pp. 5-6.
18. Gibson, Katherine and Braverman, Miriam, *Wilson Library Bulletin,* April 1964, p. 625 (Letters to the editor).
19. Agee, James, *Let Us Now Praise Famous Men* (Boston: Houghton Mifflin, 1960), p. 311.
20. Darling, Richard L., "School Library Service for the Culturally Deprived Child," *School Life,* October 1963, p. 18.
21. Interviews with Mrs. Elton Terry and members of the staff of the Los Angeles County Library in April 1964.
22. Interviews with Harold Hamill and staff of the Los Angeles Public Library in April 1964.
23. See the Office of Education report quoted in *Publishers' Weekly,* Feb. 17, 1964, pp. 48-49.
24. Riessman, p. 117.
25. Riessman, p. 112.
26. *Publishers' Weekly,* Feb. 17, 1964, p. 42.

MATERIAL LISTS FOR THE CULTURALLY DEPRIVED

American Library Association, Young Adult Services Division. "Easy Adult Books for Slow High School Readers," *Top of the News,* December 1960, p. 19 ff.

Bibliography of Reading Lists For Retarded Readers, College Education Series No. 37, University of Iowa, 1953.

Bishop, C. H., "Children Are Poor, Too," *Commonweal,* May 24, 1957, pp. 207-215.

Carr, Constance, *Substitutes for Comic Books,* National Council of Teachers of English, 1951.

Carriker, William R., *Selected Books for Retarded Readers: Annotated, High Interest, Modified Vocabulary* (Lincoln, Nebraska: State Department of Education, Division of Instruction, 1957).

Durkes, L. and others, "Easy Reading for Adults," *Bulletin of the New York Public Library,* November 1953, pp. 523-543; December 1953, pp. 598-616; January 1954, pp. 25-41.

Eakin, Mary K., *Trade Books for Poor Readers,* Supplementary Education Monograph, No. 77, University of Chicago, 1963.

Fare For the Reluctant Reader (Albany, N.Y.: Capital Area School Development Association, 1952).

Gray, William S. and Rogers, Bernice, *Maturity in Reading; Its Nature and Appraisal* (Chicago: University of Chicago Press, 1956), pp. 263-268.

Heagy, Dorothy and Amato, Anthony, "Everyone Can Learn to Enjoy Reading," *Elementary English,* November 1958, pp. 464-468.

Hunt, Jacob T., "Easy and Interesting Fiction for the Handicapped Reader," *High School Journal,* April 1956, pp. 378-385.

Hunt, Jacob T., "Easy Non-Fictional Materials for the Handicapped Reader," *High School Journal,* March 1959, pp. 322-332.

Lundeen, Alma and Prendergrass, Margaret, "Books for Retarded Readers," *Illinois Libraries,* April 1961, pp. 271-287.

Massingill, Alberta, "Remedial Reading and the Public Library," *Wilson Library Bulletin,* June 1954, p. 864 ff.

Oakes, E. B., "Slim, Trim, and Terrific; Books for Young People," *Wilson Library Bulletin,* October 1960, pp. 151-153.

Roswell, Florence and Chall, Jeanne, *Selected Materials for Children With Reading Disabilities* (New York: City College Educational Clinic, 1959).

Ruth, Sister Mary, "A List of Books for Retarded Readers at First, Second and Low Third Grade Level," *Elementary English,* February 1961, pp. 79-86.

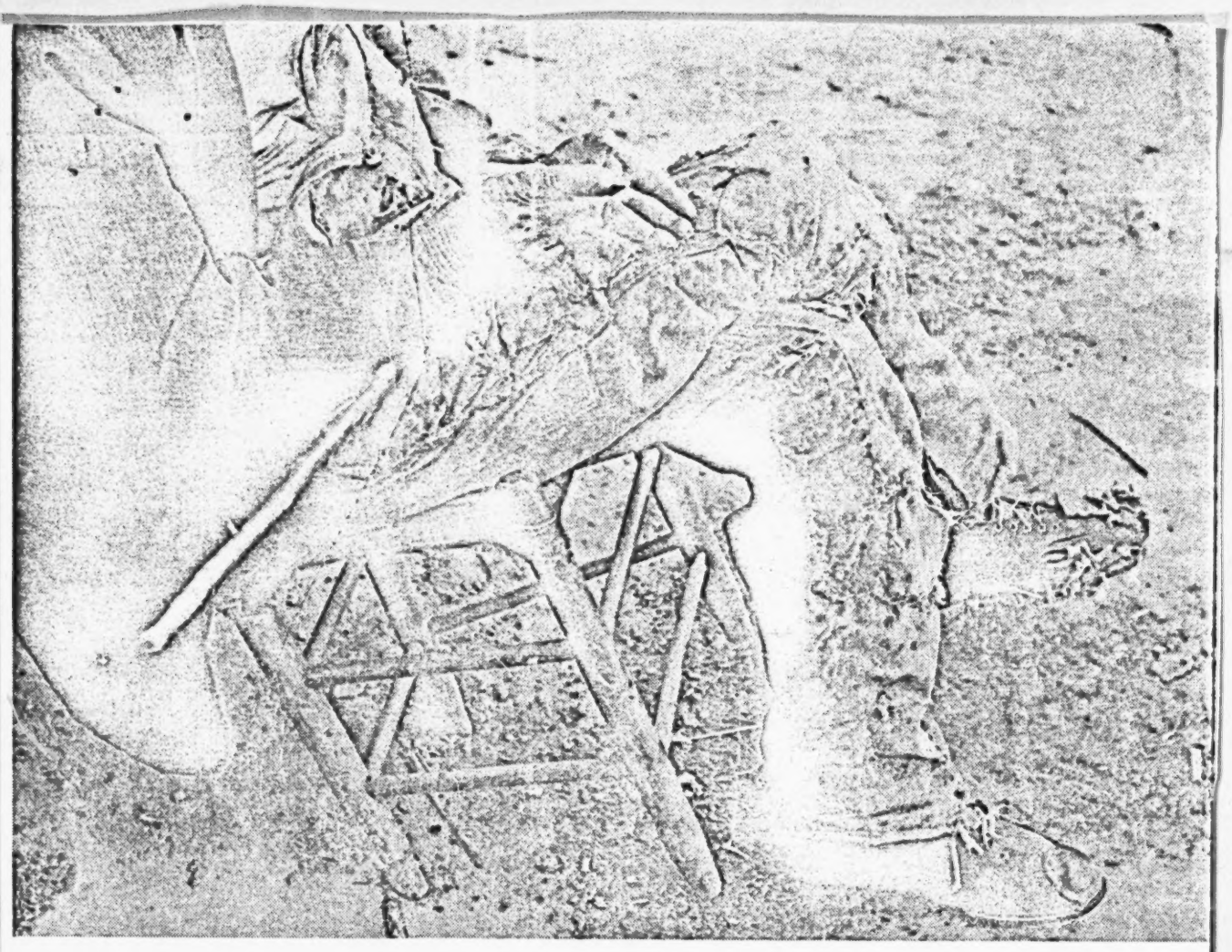
Spache, George D., *Good Reading for Poor Readers* (Champaign, Illinois: Garrard Press, 1960).

Strang, Ruth, Phelps, Ethylne, and Withrow, Dorothy, *Gateways to Readable Books; An Annotated Graded List of Books in Many Fields for Adolescents Who Find Reading Difficult* (New York: H. W. Wilson Co., 1958), 3rd ed.

Sullivan, Helen B. and Tolman, Lorraine, E., "High Interest—Low Vocabulary Reading Materials; a selected booklist," *Journal of Education,* December 1956, pp. 1-132.

Sullivan, Helen B., comp., *Selected List of Books for Remedial Reading* (Boston: Boston University, 1950).

Wallace, Viole, comp., *Books For Adult Beginners, Grades I-VII* (Chicago: American Library Association, 1954), 3rd ed.



An outline of the many federal programs which provide libraries, for the attack on poverty, with . . .

A Full Range of Weapons

By HENRY T. DRENNAN, DOROTHY A. KITTEL & PAULINE WINNICK

FEDERAL PROGRAMS now in operation and now being planned can help librarians participating in the attack on poverty. Mentioned here, with the LIBRARY SERVICES AND CONSTRUCTION ACT, are several continuing Federal programs: some provide information, materials, and consultation; some are open to program involvement by libraries.

Although these operating programs were not conceived as a comprehensive attack upon poverty, they share, along with the ECONOMIC OPPORTUNITY ACT, a common ground. This is a stress upon cooperation at all levels of government and all types of relevant professional and community organizations.

We have an educational responsibility to join battle against ignorance and poverty. Elsewhere in this issue we learn that many libraries are already fighting; that their librarians have devised some new and imaginative weapons. Our thoughts must reach beyond established programs to the alienated. The library's role is an important one but we cannot plan alone. Our community is not simply our town or our neighborhood but the community of the professions. We need to affirm our presence and our membership within it.

Without aid, libraries are hardly in a strong position to accept added tasks, but the Federal programs described here pro-

vide opportunities for librarians to exercise their imagination and their professional knowledge to work with others in their community, to aid all individuals to reach a high level of self-fulfillment.

PRESENT FEDERAL OPERATING PROGRAMS

THE LIBRARY SERVICES AND CONSTRUCTION ACT has the most relevance now for the public library's part in the anti-poverty program. The staff of the Library Services Branch (of the Library Services Division), US Office of Education, which administers the Act, has had a breadth of practical and theoretical experience in all areas of library organization. Consultant service can be given in administration, services to adults, to aging, children, and young people, to elementary and secondary school libraries, to academic and research libraries, and to library education and research. The staff's access to information is strengthened by its close relationship to other units of the Office of Education, especially the Adult Education Branch with its staff's special knowledge of work in adult literacy and problems of the aging. In March 1964 the staff of the Library Services Branch began considering the library's role in the anti-poverty campaign in a two-day seminar. Discussion was based on a background paper by Henry T. Drennan, Coordinator of Public Library Services, "The Library's Participation in the Attack on Poverty."

At the St. Louis Conference of the American Library Association, John G. Lorenz, Director of the Division of Library Services, speaking to state and regional librarians, emphasized the opportunity for action against poverty under Title I of the Library Services and Construction Act.

Under Title I of the Act these kinds of programs could be considered locally and at the State level:

– Programs could be expanded and strengthened for children, young people, and the elderly. Pre-school story hours that prepare three to five year olds for reading and learning experience, self-identification, and group learning would be particularly appropriate for culturally deprived children. Programs featuring better-known sports figures, musicians, writers, civil rights leaders, selected as achievers in the cultural group for which the program was planned, can be included.

– Library school scholarships could be increased and specifically designed to attract candidates from a background of deprived neighborhoods who would acquire in their training the skills necessary to assist economically and culturally deprived persons.

– In-service training workshops could be financed under this title, perhaps administered by the state library or a system of libraries, to acquaint librarians on the job with the sociological import of the cultural, racial, and national groups needing attention. Such training workshops could draw upon the community of the professions and enlist social welfare workers, political scientists, government officials, faculty members of State institutions of higher education, and librarians with pertinent experience in the training sessions.

– State libraries could establish work-study internships to introduce student librarians to programs for disadvantaged groups now receiving only partial service: migrants. Indians, rural, and isolated people of all ages.

Special positions may be established under the Act: community librarians to work with the aging, or to specialize in seeking our unreached youth (through housing projects, employment agencies, social centers, welfare agencies); study-librarians who could aid slow learners to achieve more success in reading and study assignments in the public library; staff members whose training has been fortified in the area of working with people newly literate.

In dealing with the problems of planning the anti-poverty campaign, state librarians and others will face new considerations. Until now under the Act we have concerned ourselves with the strengthening of library services in rural areas; the problems of poverty as a specific area of interest finds us without prior experience. We have had to deal with extending services and strengthening material and personnel resources of libraries. Meeting the educational and cultural problems of the underprivileged is a task of a different order. Here we are more likely to be dealing with people who do not use a library, in a sense cannot. We have, in the past, worked under the belief that our libraries were inadequate but our patrons adequate to their use. Such an assumption is not true in this problem.

We may now see a public library to be adequate in terms of standards for books, facilities, and staff but failing to "fit" a

The three authors of this article on federal programs are members of the staff of the Library Services Branch, U.S. Office of Education. A note about Henry Drennan, who is also guest editor for this issue, appears on page 3241. Dorothy Kittel (top) is public library specialist for adult services, and was formerly adult services consultant for the North Carolina State Library. Pauline Winnick (bottom), public library specialist in services to children and young adults, was formerly coordinator of young adult services at the Boston Public Library

poverty-blighted community or neighborhood. State programs submitted under LSCA aimed at dealing with such communities or neighborhoods will need to be planned and explained with the special conditions in mind. Such proposals need to make explicit in their planning the nature of the inadequacy of the service and should provide evidence that consultation with other appropriate agencies occurred and will recur.

All of the federal assistance now available and the proposed legislation emphasize the cooperative "team" approach employing State and local resources. Can we envision the team approach as it might involve the library? First, we must not suppose that poverty is an urban phenomenon. It is as blighting in the lovely landscape of Appalachia as it is in the neighborhoods of Washington, New York, or Los Angeles. A rural community could devise a "Farther Reach Program" which would involve the library's resources in art and culture. If the community is one in which the children of migratory workers are temporary residents, the library could be one agency among a number of agencies in a play and cultural circuit. Day-care children could be brought to the library for summer reading participation, for a regular story hour. The program could give the library an opportunity to search out elderly dependents of migratory workers who could enrich the story hour with their remembered folk tales. Older parents and relatives accompany migratory harvest workers and are usually isolated and lonely. They could serve also as monitors in the "Farther Reach Program." Communities have many cultural and educational resources both material and human; they should be identified and used.

The libraries of middle-sized and larger cities, along with social welfare and custodial agencies, may want to strengthen cooperative and volunteer services to certain kinds of disadvantaged persons. Library services in custodial institutions, child-care institutions, health centers, and hospitals are notoriously poor. Strengthening these would get directly to people who need help. Library service could be extended into recreational centers and settlement houses. A detached community librarian (as used in Brooklyn) could place the library in touch both with its unknown clientele, the dispossessed, and supporting community agencies.

The informational services of all libraries, particularly in the area of home life, consumer education, and the vocations, should be strengthened and identified not only for patrons but to other professions, particularly social workers. Cooperative group meetings on consumer economics, vocational opportunities, and job-seeking can be conducted by the library and social welfare institutions, *if* the library will make its presence known as a resource to such agencies. Too often the library is not recognized as a resource by these agencies.

Libraries may take part (as many have already) in the various literacy programs now being conducted, or which will form, by having follow-up materials for students. They can employ staff members qualified by special training to serve as reader's advisors and liaison workers with the programs. The Queens Borough Public Library served as a distribution center last year for hundreds of sets of materials for Operation Alphabet. Some libraries are now providing space for tutoring programs at the elementary and secondary levels conducted by volunteer citizens' groups.

These are opportunities that can be available with the help of Title I of LSCA — the services section, and with other Federal programs. We cannot stress sufficiently the need for well trained personnel both for regular and special programs in the anti-poverty attack. Funds for training can be a part of LSCA programs. We may wish to reconsider our staffing by building up middle-level positions and special positions which do not require professional education, shifting more supervisory activity into our professional positions. Peace Corps returnees are a source of personnel skilled in working with diverse groups. During this decade, depending on the future development of the Corps, 40,000 to 70,000 Americans will be returning from this experience. Few are professional librarians, but 75 percent of the returnees hold the bachelor's degree. Their experience and educational background should make them highly eligible for participation in special programs, and offer, as well, a source for recruitment opportunities.

THE JUVENILE DELINQUENCY AND YOUTH OFFENSES CONTROL ACT OF 1961 offers opportunities for public libraries to participate. A number of libraries have shared in community program planning for projects under the Act. Minneapolis is one. The Act, too, funds various forms of research and educational opportunities for persons concerned with work with young people. Thirteen grants for training centers had been approved by September 1963. Typical training programs include representatives of youth-serving organizations; of elementary and secondary and higher education; of business, industry, and labor. Librarians working with rural and urban youth should have a place in these training workshops.

THE VOCATIONAL EDUCATION ACT OF 1963 authorized grants of $118,500,000 for the fiscal year ending June 30, 1965 to the states to assist them in maintaining, extending, and improving existing programs of vocational education, to develop new programs of vocational education, and to provide part-time employment for youths who need the earnings to continue their vocational training on a full-time basis. Libraries of all types have been traditionally part-time employers of young people. The Vocational Education Act and the Economic Opportunity Act offer them the chance to hire disadvantaged young persons through federal assistance. Public library employment has expanded annually, from 1962 through 1964, an average of 4.6 percent.[1] Expanded construction assisted by LSCA funds promises to continue or increase this growth.

Planning under the Act is developed by the states. Vocational education is defined (in part) as any vocational training or retraining (along with incidental field and laboratory work) which is given in schools or classes under public supervision and control, or under contract with a state board of vocational education or a local education agency and conducted as a part of a program to fit persons for gainful employment. "Persons of all ages" are eligible. Although professional training is not included under the Act, training for Library Aides could be conducted. Also, the Act finances the part-time employment of persons enrolled. Some libraries are now using such trainees in a work-study program. The work may not take more than 15 hours of the student's time in any week his classes are in session and he may not be paid more than $45 in any month.

---

[1] *U.S. Department of Commerce, Census Bureau, State Distribution of Public Employment (1962, 1963, 1964).*

The Act also has implications for the vocational materials of public libraries, public school libraries, and the libraries of vocational schools. Funds for materials will be available to schools participating under the Act. Public libraries can expect that interest in vocational materials will grow in any community in which the program is operating. These two features of the Act — training and employment, and provision of materials — are of interest to public librarians.

Introduced in the 1963 amendments to the MANPOWER DEVELOPMENT AND TRAINING ACT are provisions for remedying undereducation and for training programs in basic educational skills which will affect both school and public libraries. Undereducated and unemployed young persons, age 17 through 21, and adults may receive up to 72 weeks in allowances under this Act to participate in educational projects. Libraries will need to review the suitability of their materials to service this vocationally and educationally deprived group. An estimated 50,000 persons will participate in the first year in the program for undereducated persons alone. Purchase of materials for the Act are handled by the project initiator.

Librarians working with persons enrolled in literacy programs under the Act or the new adult reader will find useful the leaflet recently issued by the Committee on Reading Improvement for Adults of the Adult Services Division of the American Library Association. The Committee believes that "Librarians have a responsibility for reaching and servicing these people now. Librarians must enlarge their knowledge of the undereducated and revise their concept of service."[2]

Service to Adult Illiterates lists the kinds of activities that different levels of library organization should provide. The need to be informed; to inform the community about undereducated citizens; the need to collect and maintain information on local classes for adult illiterates; to provide instructional materials suitable for self-study; to supply materials in quantity; to give reading guidance and assistance to new adult readers, and to offer training workshops for librarians concerned with literacy programs — these are central to the library's role in literacy education.

The federal programs mentioned above and others now under legislative consideration will have a great impact upon the teaching of literacy and upon the requirements for materials incidental to its teaching. Vocational and occupational guidance materials will equally be of the highest priority.

Libraries, as a community resource, can participate in a new program of welfare directed at rehabilitation rather than economic relief, the COMMUNITY WORK AND TRAINING PROGRAM, based upon the Social Security amendments of 1963 and now operational in 11 states. The program was devised to strengthen welfare clients' ability to become self-directed and self-supporting through the use of community resources. In July 1964, these states participated in the Community Work and Training Program: California, Illinois, Kansas, Kentucky, Maryland, Ohio, Oregon, Pennsylvania, Virginia, Washington, and West Virginia. Two states, Michigan and Rhode Island, had pending applications.

Two parts of the program offer opportunities for enlisting the library in the attack on poverty: the Community Work Experience Program and the Demonstration Grants. Whether working with one or the other part of the program, librarians should purposefully acquaint themselves with welfare workers as part of the professional community. Welfare workers (and their clients) need to know the library's resources. Within social welfare there is an urgent drive to upgrade staff training. The library should alert welfare agencies and officers to the library's materials resources. Also, the welfare agencies know the persons the libraries wish to aid in their role in the anti-poverty program. In the Community Work Experience Program, again, libraries can hire young people or adults without cost to the library. Trainees may not work more than 40 hours weekly on a work experience assignment.

A second opportunity for library participation is the DEMONSTRATION FUNDS PROGRAM under Section 1115 of the Social Security Act. The Bureau of Family Services now has $2 million annually for demonstration grants under the Act. There is no reason why public libraries cannot participate here in a demonstration involving the library and the welfare department jointly.

[2] *American Library Association, Adult Services Division, Committee on Reading Improvement for Adults,* Service to Adult Illiterates, *p. 1.*

There is in the Bureau of Family Services a great deal of interest in assisting pre-school disadvantaged children. Libraries could share in a demonstration program through special services to such children: story and picture-book story hours, book-based film programs, book games, and so on. A work-experience trainee could be taught story reading and story telling which could be used with children in day-care programs who are brought to the library. Other areas in which the library might participate are demonstration projects for home-maker services; services to the aging, and literacy programs. Where special training is needed by persons operating the demonstration program, such training can be financed under the grant. Such expenses as necessary travel, personnel, and equipment can be financed too.

Although URBAN RENEWAL does not specifically include public libraries as community facilities which may be constructed with federal funds, it does in effect provide for financing public library construction in urban renewal projects. The cost to local government of constructing public libraries may be used as a credit for the locality's matching funds against the federal contribution.

Urban Renewal has no central record of the number of public libraries financed in this manner (the writers know of one: the Boston Public Library is planning at least one branch to be so underwritten). The locale of urban renewal projects could mean that public library construction so financed might be a substantial contribution to the war on poverty. Branch libraries are more likely to be acceptable to urban renewal financing than are central libraries whose services prove difficult to assign to any particular area.

First of a series of public information pamphlets on the school dropout problem, this is available from the Government Printing Office at five cents a copy

PRESENT INFORMATIONAL AND CONSULTATIVE PROGRAMS

Most federal agencies provide information to the public, to public agencies, and to professional associations. One with particular significance for the library's interest in the anti-poverty program is the Office of Aging in the Department of Health, Education, and Welfare. The Office issues a monthly news-bulletin, *Aging*, which among other announcements covers national items concerning library participation in services to the aged. The Office also gives consultative advice, sponsors regional and national conferences, and maintains liaison with the American Library Association on matters of common concern.

A new informational program directly related to the attack on poverty has been inaugurated by the Department of Labor. The Bureau of Labor Standards sponsors regional seminars focused on protective measures for wage earners in the attack on poverty. The seminar held in Baltimore on June 12, 1964 discussed the coverage of the Fair Labor Standards Act, trends in state minimum wage laws, and wage collection experience of legal aid bureaus. The seminars are directed to community leader-

ship and to professional persons concerned with the dissemination of information.

The Library of Congress, the National Gallery of Art, and the Smithsonian Institution sponsor programs that provide cultural, historical, and informational materials at minimum costs. The Smithsonian offers traveling exhibits ranging from "Hawaii in Children's Arts" to "The Old Navy" from Franklin Delano Roosevelt's collection at Hyde Park. The National Gallery features slides and reproductions ranging in subject matter from Americana, from the *Index of American Design* to the Art of the Renaissance. Not only does the Library of Congress maintain a service providing prints of historical photography of the Civil War, including prints from Brady negatives, but it furnishes at modest prices recordings of American folk music strong with the flavor of our history. All of these materials could relate deprived children to their own heritage.

NEW FEDERAL PROGRAMS

President Johnson sent to the Congress in March 1964 a message committing his administration to a concerted attack on poverty. THE ECONOMIC OPPORTUNITY ACT OF 1964, the legislative result of this request, as it emerged from committee study for full consideration, stated that it is the policy of the United States "to eliminate the paradox of poverty in the midst of plenty in this nation by opening to everyone opportunities for education, training, work, and a life of decency and dignity. . . ."

Education is the leading idea, the primary weapon, chosen in the attack on poverty. The library, if it chooses, will be one of the educational agencies in the forefront of the program. All of the programs within the Act will require libraries to continue and to reinforce their educational and informational role; three of the programs in the Act invite program participation by libraries in a variety of activities.

The creation of a national Job Corps of 140,000 young men and women to be trained in employable skills in conservation projects and job-training centers creates a new kind of educational institution which President Johnson called as important as and comparable to "land grant colleges." These institutions will require strong library services with materials directly related to a curriculum devised to deal with youth whose background, health, and education make them least fit for useful work. School librarians as a professional group will particularly need to be concerned to see that these institutions, whether operated by state or local educational agencies, or in some cases by the Office of Economic Opportunity, mount a library program equipped for this special job. In areas (and these will not necessarily be rural) where public libraries provide substantial supplementary services because of the presence of training centers or camps, it may be that state library agencies and/or local public libraries will need to contract with the Job Training Program to extend and enrich local services with emphasis on supplementary materials required by enrollees. Local public libraries and state library agencies will need to take the initiative in establishing liaison with sponsoring bodies (often state departments of education) to establish responsibility for strengthened public library service.

In 1960, over 22 million adults aged 25 and over had less than eight years of schooling. It is toward helping these Americans and millions more who lack a solid foundation of basic education — the ability to read, write, and do simple arithmetic — that the *Adult Basic Education* section of the Economic Opportunity Act is directed. Part of the help will be in the provision of suitable teaching materials. The 50 state education agencies will administer this program totaling $25 million for the first year's authorization.

The Work-Training Program and the Work-Study Program will finance personnel for part-time and full-time employment in school, public, research, and academic libraries. The Work-Training Program, aimed at maintaining 200,000 young men and women in high school (or allowing them to return to high school), permits programs of varied work-hours by sponsors who must demonstrate ability and a desire to reach and deal effectively with the poverty group for whom the program is intended. The Work-Training Program finances up to 90 percent of the cost to the participants. The remaining 10 percent need not be in funds but may be in services in kind.

The Work-Study Program provides opportunities for college students enrolled in the program to work in public agencies part-time during the school year and full-time during vacations. On-campus employment is reimbursed with federal funds at 90 percent

of the cost to the sponsors and off-campus employment is reimbursed at 75 percent of the cost. Here is both a recruiting opportunity to introduce promising undergraduates to the profession (internship programs could be established by sponsors) and the opportunity to introduce graduate students of librarianship to fields of shortage and areas requiring special skills. The basic educational aim of the Work-Study Program is to give employment to 140,000 students of deprived background who are enrolled in academic institutions. Many more able students from poor families would be enabled to enter and complete college if they could depend upon appropriate part-time and full-time employment. The program could develop into as revolutionary and enriching an educational program as the GI Educational Program of the late 1940s and the 1950s. That students enrolled in the program will have a personal knowledge of deprivation makes them strategic candidates for library positions involving work in deprived areas. The program applies to both undergraduate and graduate students.

More training and educational possibilities for libraries appear under Title II of the Economic Opportunity Act, Urban and Rural Community Action Programs. This section, perhaps the most flexible portion of the Act, offers many program opportunities. The full range of this title includes funding of research, demonstration projects, and continuing programs focused upon the needs of low-income individuals. Programs are to be centered upon education, employment, job-training, counseling, health, vocational rehabilitation, welfare, and special remedial and other noncurricular assistance. General aid to elementary or secondary education in any school or school system is prohibited under this title.

A multitude of programs for libraries can be financed under this provision. They range from the extension of the library's hours in deprived areas to full cooperative programs with other educational agencies. Rural and urban libraries can plan strengthened and special programs for the poor. The employment of librarians for work with culturally deprived, underprivileged children, young people, and adults could be part of this program. The professional training of staff members working in projects could be financed from these federal funds.

Programs in literacy, vocational information, consumer economics, sponsored jointly with other community agencies, will come under this title. As in the greater part of this legislation, agencies participating within a comprehensive planned community program will receive preference.

Funds are authorized to communities in developing and administering these action programs and to train specialized personnel. Some of the funds are allocated to conduct or to contract related research, training, and demonstration projects. Library schools could conduct research in reading habits and library use by lower income groups; experimental libraries giving services particularly fitted to the problem could be financed under this section of the Act. Demonstration projects of services to the aged and to custodial institutions would be eligible. The financing of experimental materials in literacy and in materials related to learners in a deprived background could be funded.

Three other possibilities for assistance, two under the Act and one a piece of independent legislation, are relevant to the library's leadership role. Title V, Work Experience Programs, extends and amplifies the program noted in the first part of this article under the 1963 amendments of the Social Security Act. This legislation in itself is a promising avenue for library-social welfare cooperation.

Title VI of the Act creates VISTA, Volunteers in Service to America. This program finds its origin in the Peace Corps and will provide volunteer workers in the United States who will be assigned to the job-corps Work-Training and Community Action Programs. VISTA volunteers can give valuable assistance to the library seeking to provide meaningful library services to the underprivileged. Also, they provide a pool of potential recruits to the library profession.

Legislation now pending on the economic problems of Appalachia, as now written, leaves most of the educational initiative to the Economic Opportunity Act. However, a provision of the Appalachia Bill would exempt states and communities from the matching requirement to participate in certain federal programs. This exemption could be important to libraries, but clarification through legislative action is necessary before we can evaluate this opportunity.

With the passage of The Economic Opportunity Act, a full range of weapons has been added to the armory for beginning the attack against the oldest of society's diseases — Poverty.

Photo by Arnold Hinton

To give the disadvantaged child an even break when he enters school, the Queens Borough Public Library proposes

Operation Head Start

HAROLD W. TUCKER

THE FACT THAT reading ability is the key to educational progress is one of the clichés of educational research; equally well known is the crucial influence of a child's early years. Yet somehow the permanent benefit of a child's early exposure to books was long believed mainly by parents and librarians. Recently, with such studies as those of Dolores Durkin (Columbia University Teachers College), the importance of early storytelling and other book-related experiences has been objectively corroborated.

What these studies confirm is a pattern of reading disability stemming from early childhood and crippling the disadvanted child throughout his life. Such children begin their education with a cultural lag that predates their school experience. However kindergarten and primary teachers may try to establish "reading readiness" — an active imagination, oral vocabulary, familiarity with books, and listening skills — the children find it difficult, if not impossible, to compensate for their early deprivation. Today the N.Y.C. Board of Education has established active "higher horizon" and other tutorial programs in the schools (in 17 per cent of Queens' schools, to take one borough alone), but these projects are remedial, not preventive. The scope of this problem is indicated by the fact that HARYOU recently proposed a one-year moratorium on the teaching of everything but reading from grades three to eight.

In an effort to reach these children before they enter the schools, the Queens Borough Public Library has recently applied for Federal Library Services and Construction Act funds to establish a reading readiness program for children in the ten of its 53 branch libraries that serve disadvantaged neighborhoods. A potential 33,269 children of preschool age (age five or under) would benefit from the program. The aims of the project are three: to conduct a weekly storytelling hour (bilingual in the cases where a foreign-language speaking community makes this advisable) with a more direct educational intent than the usual preschool program; run a concurrent series of adult education programs to assure carry-over into the home; and encourage the development of personal libraries.

Mr. Tucker is chief librarian of the Queens Borough Public Library, New York. The library serves an area of approximately 118 square miles and a population of two million.

The storytelling program will cover a maximum of an hour: a formal story hour of 20-25 minutes, leaving time, before and after, for children to browse with their parents. The program may consist of stories, finger play, verses, song, film and filmstrips, etc.; to enforce the impact of these lessons, the films will be worked in closely with the stories. At the end of every 12-week session the child will be given a good paperback; eventually, it is hoped, parents will be persuaded to invest an occasional quarter or 50¢ themselves, selecting books from a list of good preschool paperbacks to be supplied by the library, with information on where they can be purchased.

Of course, the first hurdle for the project will be reaching the adult who is responsible for the child, generally his mother or grandmother. A high percentage of these parents are either foreign-born and have a language barrier, or are functionally illiterate. They must be told about the program, and be persuaded of its importance to them and their children. Cooperation will be sought from welfare agencies, housing development personnel, public health centers, service organizations such as the YMCA and Salvation Army, Volunteers for Learning, churches, and all organizations for the foreign-speaking. Close liaison will also be maintained with nursery schools, day care centers, etc., to encourage group visits.

The concurrent adult programs should be an inducement to parents, providing practical information on child care, consumer education, and other subjects through meetings, films, book talks, etc.

Staffing the programs will require experienced storytellers with special interest in the underprivileged and particular skill in both working with the very young and establishing rapport with adults. A second adult, possibly a volunteer mother, will be present at each session to assist if the librarian is interrupted. Because of the shortage of children's librarians, assistants can also be drawn from the ranks of interested part-time specialists and/or library trainees with experience in preschool or elementary school teaching, social or recreation work, and children's theater. The staff will be given a six-session training course by the Queens Borough children's consultant, with the help of a social worker and an educator, who will brief them on the demographic makeup of these neighborhoods and the substance and aims of the program.

The budget proposal for Operation Head Start contains a detailed breakdown of the neighborhoods served by the ten branches involved; facilities (with suggestions for possible use of borrowed rooms in housing projects and other community facilities, either instead of or in addition to the library itself); the training program; the children's book, librarians' professional, and a/v collections; and the evaluation forms to be filled out periodically by the staff. The experiment will be thoroughly evaluated after two years, and will, it is hoped, serve as a pilot or model project for other communities.

Operation Head Start

Total Cost of Program

Personnel		
4 agencies @ $ 9,535		$38,140
4 agencies @ 6,750		27,000
2 agencies @ 12,740		25,480
Technical staff to process books		5,450
	Total	$96,070
Library Materials		
Sets of basic picture book collection (75 @ $225)		$16,200
Strengthening of branch collection of picture and easy books (10 branches @ $1,200)		12,000
Professional collections (10 @ $50)		500
Recordings (10 branches @ $75)		750
Films		1,000
Fund for gift paperbacks		1,500
	Total	$31,950
Equipment		
Record players (10 @ $75)		$ 750
Projectors (3 @ $500)		1,500
Moving picture screens (3 @ $50)		150
Service charge for film, projectors, etc.		250
Furnishings (cushions, shades, screens etc.)		3,200
	Total	$ 5,850
Reserve Fund		$15,000
	GRAND TOTAL	$148,870

Budget for Queens Borough Public Library's "Operation Head Start," to serve 10 branches with a preschool population (age 5 or under) of approximately 33,269, submitted to the New York State Library by Harold W. Tucker, chief librarian.